

Review of

DNR

Planning

Process

1-29-92

House Resource Committee Testimony - January 29, 1992

by

Joseph F. Wehrman III

Thank you Chairman Davidson for the opportunity to share a few of my thoughts and observations with regard to DNR's planning process. From 1979 to 1985 I represented the Division of Forestry on state-wide and area planning teams. Since 1990 I have been in the private sector. It is enlightening to see the process and implementation of the results from both perspectives.

DNR goes the extra mile to have local meetings. This gives residents with the inclination and the time, the opportunity to both gather information on what is going on and provide input.

At every level of the planning process - state-wide, regional, area, local, resource levels - the land base gets further fragmented and options further restricted. (See sample chart attached.) By the time all the plans get done the use identified as that of primary interest in the state-wide planning process may well not even be allowed when on the ground management planning takes place. You will never see more options opened up as plans focus on smaller units, you will only see increased restrictions. These cost direct dollars, increase development costs unnecessarily and can even effectively preclude the generation of jobs and dollars so sorely needed as Alaska tries to wean itself from oil dependence.

Of further concern is DNR's tendency to create "co-primary" designations for resource uses in its various plans, but most notably, its area plans. When it comes time for implementation, the most restrictive use/access co-primary is the one that sets the standard for the entire area. The planner's credo has historically been "an activity can only occur if it doesn't negatively impact any other co-primary use." This premise effectively makes the entire area whatever the single most restrictive use co-primary designation is.

In my opinion, what DNR's planners need to begin the process, is direction on what the State wants to accomplish as the landowner. Part of the "owner state's" responsibility is setting this policy. The way it works now the land is divided up into enclaves that reinforce the public perception of the incompatibility of several resource uses/development to occur on the same area. Generally the planning staff tries to follow a path of least resistance. This can result in planners interpreting inputs or leading the process towards their personal preferences, rather than consider science. This would not be the case if there were established goals for land uses up front.

The playing field within even the agency planning teams is not normally level. Frequently one or another of the resource interests is unable to participate fully in the process, while other interests have three to five people at most meetings. In one planning effort the only non-agency person who could attend nearly every single

agency team member meeting was invited to sit at the table and speak as if they were an agency representative. This individual had a single special interest they were espousing, yet got unilaterally increased authority granted by the planning staff. To be fair every resource should be represented by a balanced team using an identical authorization to support that resource's interest. When you have one resource being advanced under a "get all you can" mandate and another being represented under "seek a balance" rules, you end up 3/4 of the way toward the former, if you are lucky.

In my experience, DNR's planning staff is long on education but lacking in practical application backgrounds. They are planners, not experienced land or resource managers. Rarely is a planner made responsible for implementing the plan they developed. The Matanuska-Susitna Valley Moose Range is the only exception that comes to mind.

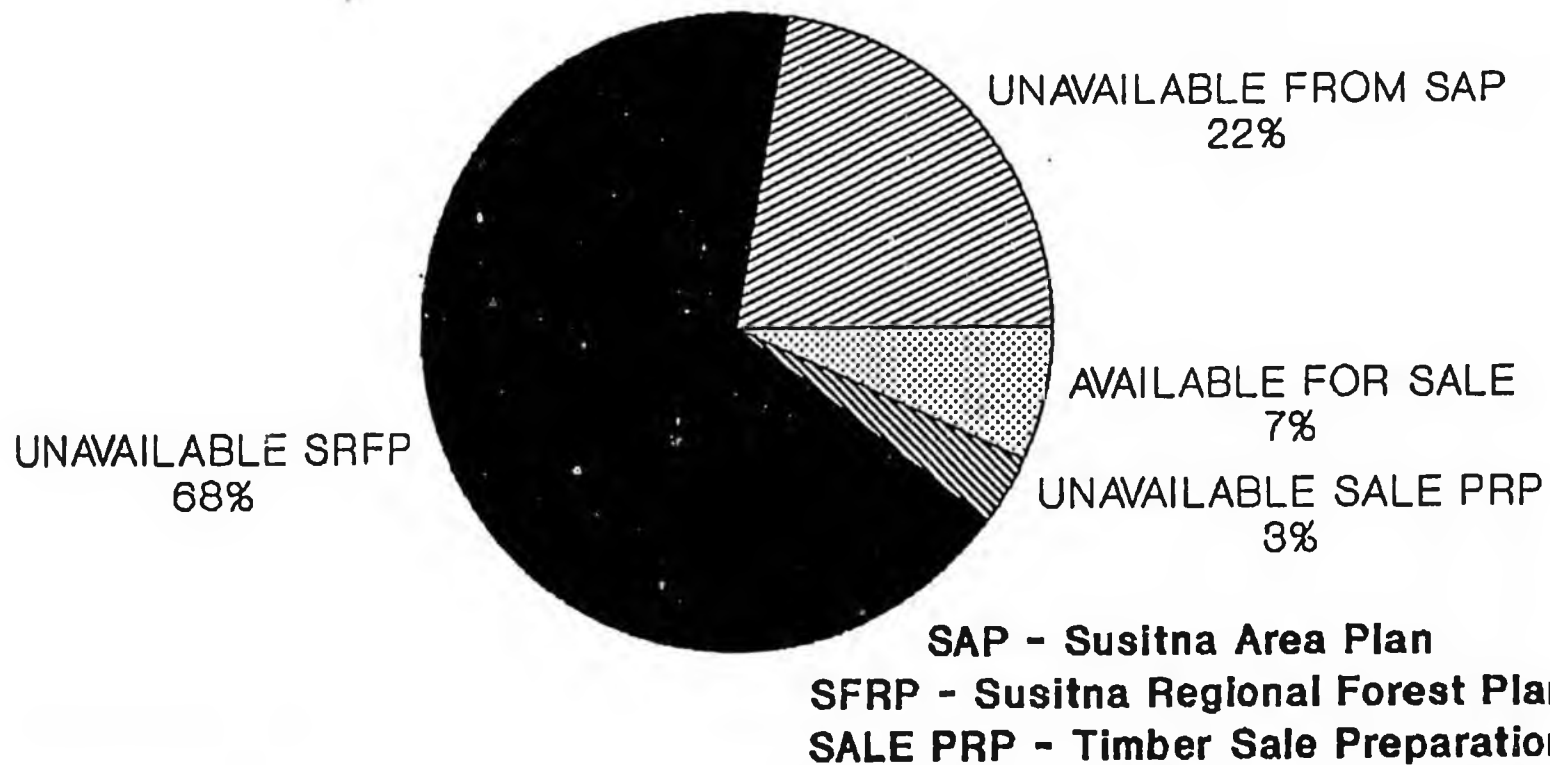
When I worked for the Division of Forestry, we actively lobbied the author of one area plan to take over Division programs on that area and actually implement a portion of their overall plan on the ground. The response we got was that the plan - remember this was the author speaking - wasn't implementable! They also stated that they didn't need to go out in the field and put up with the conflicts and pressures, that they could stay in planning and get promoted. (Incidentally, that is exactly what happened.)

As I stated earlier, DNR does an outstanding job of reaching out to the public. One area where there is a real opportunity to improve

the process is to utilize this public outreach to correct misconceptions that influence or drive public comments that are inaccurate. DNR has the opportunity to make the planning process an educational tool. In the past the effect of plan allocations has been to reinforce these misconceptions. The State must seize every opportunity to educate Alaska's residents.

with regret that I was unable to attend and address any questions you might have in person as well as listen to the other speakers.

ANNUAL ALLOWABLE HARVEST SUSITNA BASIN STATE LANDS ONLY IN THOUSANDS OF CUBIC FEET



From various plan related documents.

Alaska State Legislature

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January 29, 1992

MEMORANDUM

TO: Representative Tom Moyer

FROM: Glenn T. Gray ^{GIG}
Legislative Analyst

RE: A Comparative Analysis of Land Use Planning in Alaska and Other Areas
Research Request 92.096

You asked us to compare the regional land-use planning process used by the Alaska Department of Natural Resources (DNR) with the processes used by other land management agencies. You also asked us to assess the overall effectiveness of the DNR planning program.

This memorandum contains seven major sections: 1) summary, 2) general background and history of regional land use planning, 3) land use planning in Alaska, 4) assessment of the DNR planning process, 5) land use planning in Oregon and Washington, 6) land use planning in the Yukon Territory and British Columbia, 7) Bureau of Land Management and Forest Service land use planning, and 8) conclusion.

SUMMARY

No other state has a regional land use planning program comparable to that of Alaska. The basic planning procedures used by DNR's Division of Land are similar to those used by other state and federal land use planning agencies in the United States. However, the scope of the division's program differs dramatically from other state planning programs in several ways. First, other states have far less state-owned land to manage: Alaska's land entitlement is 20 times that of any other state--larger than the state of California, and much of this land remains undeveloped and unclassified. Second, municipal governments in these states have a greater role in land use planning. Third, the primary role of state land planning authorities in these states is to coordinate local planning programs and to implement growth management controls.

Land use planning programs in the Yukon Territory and British Columbia also differ from Alaska although like Alaska, both of these jurisdictions manage a large acreage and their economies are driven by natural resource development. Although British Columbia had a strong regional planning program during the mid-1970s, today land use planning occurs primarily at the municipal level of government and within provincial agencies responsible for single-resource sectors. The Yukon Territory recently terminated a regional planning effort

that involved the federal and territorial governments and Native interests. After the Native land claims are settled there, cooperative efforts in regional land use planning will likely resume.

Department of Natural Resources' planning responsibilities more closely resemble those of two United States federal agencies, the Bureau of Land Management (BLM) and the Forest Service. These agencies manage their land for multiple uses and must complete regional land use plans. The Forest Service and the BLM, however, must follow meticulous direction from a number of congressional acts, agency regulations and policy mandates. The DNR has legislatively mandated regional land use planning responsibilities, but it does not have to conform to as many requirements as federal agencies.

Alaskans have varied opinions about the success of the Division of Land's planning program. While some people believe the flexibility of the division's program and the lack of influence of outside interests are desirable, others prefer the constraints of the federal system because it reduces the amount of discretion of agency personnel. The strongest critics of the division's planning program are pro-development and pro-environmental groups, both of which perceive DNR to be working against their interests.

INTRODUCTION

Regional land use planning is the process that determines how specific areas within a large region will be classified for use. For relatively unsettled areas, particularly in the west, regional land use planning often focusses on natural resource development issues. Some planning processes suggest general guidelines or recommended uses while other processes prescribe classification of areas for specific uses. Governments prepare regional land use plans to determine which uses should have priority in particular areas of a large region. In theory, a plan will give precedence to the highest and best use of an area and reduce land use conflicts. For example, planning for entire regions encourages interest groups to assess which areas in the region are best suited for the uses they advocate. On the other hand, when each development proposal is reviewed in isolation, advocates for specific conflicting uses (e.g., timber harvest and roadless recreation) are likely to argue that the use they advocate is the best possible use of the site.

While some federal agencies manage large tracts of land, no other state manages an amount of land comparable to the acreage managed by the State of Alaska. Additionally, several federal agencies have a mandate to manage their land for a single purpose (e.g., the National Park Services manages parks and the Fish and Wildlife Service manages wildlife refuges). However, the United States Forest Service and the Bureau of Land Management have the responsibility to manage lands for multiple uses.

The history of regional land use planning in the United States began in connection with New Deal projects in the 1930s. The most notable example of

these efforts was the Tennessee Valley Authority, a program designed to employ people and to develop hydroelectric power, provide water for irrigation projects, and to control floods. During the same period, the federal Natural Resource Planning Board encouraged states to develop and coordinate regional development plans. Later, interstate river basin commissions provided a means to plan at the regional level. Since the 1970s, however, Congress has required federal land management agencies to prepare regional land use plans.

Land use planning has historically received less emphasis by state governments than by local governments. Because municipal governments plan only for lands within their boundaries, regional land use planning occurs primarily at the state and federal level.

During the 1960s and early 1970s, communities acquired an interest in urban planning. A decade later, states began to assert new authority over local planning to deal with growth and to address issues avoided by individual communities. Hawaii and Oregon were two of the earliest states that passed legislation encouraging state involvement in community land use planning for private lands. Hawaii chose a unique approach by requiring the state to zone both private and state lands.¹ Oregon, on the other hand, took a growth management approach permitting counties and cities to develop their own land use plans with a requirement that they be approved at the state level. The Oregon initiative began in 1973 and the Washington Legislature passed similar legislation in 1990. Both the Washington and Oregon programs are discussed in more detail later in the memorandum.

STATE LAND USE PLANNING IN ALASKA

Land use planning occurs in Alaska at four levels: local (cities), regional (boroughs and coastal resource districts), state, and federal.² This section of the memorandum discusses the history of the land use planning since statehood, legislation affecting DNR's Division of Land, and land use planning completed by other state agencies. Federal land use planning is discussed later in this memorandum.

General Direction for State Land Use Planning in Alaska

The Alaska Constitution embodies a presumption that development is desirable and should occur within the limits of the doctrines of sustained yield and

¹According to Ester Ueda, executive officer of the Hawaii State Land Use Commission, developers must comply with both state and county land use classifications.

²Thomas Gallagher, Ph.D, 1991, *Who's Planning Alaska: The Alaska Planning Directory*, University of Alaska, Fairbanks.

general public interest. Section 1 of Article VIII encourages "the settlement of its land and the development of its resources by making them available for maximum uses consistent with the public interest." Section 2 directs the legislature to "provide for the utilization, development, and conservation [wise use] of all natural resources of the state, including land and waters, for the maximum benefit of its people." It is within this context that land use planning has developed.

Alaska is unique among all the states in the amount and type of land it manages. The federal Alaska Statehood Act entitled the state to select over 103 million acres for community expansion and recreation (400,000 acres of national forests and 400,000 acres of unreserved federal lands) and for general purposes (102.35 million acres of unreserved federal lands). This land entitlement is twenty times that of any other state and larger than the state of California. Alaska's land entitlement is also unique because most of its land is sparsely populated and its resources are relatively undeveloped. Statehood advocates believed that statehood and the accompanying land entitlement would facilitate development of Alaska's natural resources after years of restrictive control by the federal government.

Land Use Planning Direction for the Division of Land

The first Alaska state legislature placed an importance on land use planning and classification when it passed the Alaska Land Act in 1959, the basis for the current land use statutes in Title 38 (Chapter 169 SLA 1959). This act created the Department of Natural Resources and the department's Division of Lands and gave the division's director jurisdiction over state lands. The act also mandated that the director "make a preliminary classification for surface use of areas where he deems it necessary and proper for future development" (Section 1 Article III Chapter 169 SLA 1959). This section further instructed the director to complete a land use plan to accompany classifications for the commissioner's approval.

The Alaska legislature expanded the planning and classification requirements in 1978 when it created a new article to address inventory, planning and classification (AS 38.04.060 - AS 38.04.070). Today, this article, along with an amended version of the original classification statute (AS 38.05.300) and a general statement of policy about land planning and management (AS 38.04.005) provide the statutory direction for land use planning and classification.

Among other requirements, the planning statutes require the department to:

- provide opportunities for meaningful involvement of the general public and local governments,
- involve other agencies using an interdisciplinary approach,
- observe the principles of multiple use and sustained yield,

- assure that plans are consistent with municipal land use plans,
- classify lands according procedures outlined in AS 38.05.300, and
- consider the needs of future generations by reserving a variety of lands throughout different locations "to provide an opportunity for future decisions."

Regulations provide further direction for land use planning and classification (11 AAC 55.010 - 11 AAC 55.280). Unlike the federal planning mandates for the Forest Service and the Bureau of Land Management, neither the Alaska statutes nor the regulations address specific steps of the state planning process. These are set forth in the division's policy and procedures manual (Attachment A).

According to Frank Rue, formerly a planning supervisor for the Division of Land, because Alaska's land ownership situation was so unique, the division hired consultants to design a planning program that would suit Alaska's needs. The division decided to use a computer-assisted process so that information could be readily retrieved. Mr. Rue also said that the division placed high importance on public involvement.

The actual planning process is similar to that used by the Bureau of Land Management and the Forest Service, although statutes and regulations do not provide as much direction as either federal program. The DNR process includes the following steps:

- identification of issues,
- gathering of information,
- preparation of alternatives,
- public review of alternatives,
- preparation of a draft plan,
- public review of draft plan,
- preparation of final plan, and
- approval of the plan.

The Division of Land prepares three kinds of land use plans: area plans (for large regions), management areas (for subregions) and site-specific plans. Management plans generally provide a greater level of detail than area plans, and site-specific plans address only small areas with a specific land use.

Planning teams prepare the plans using an interdisciplinary approach. Representatives of other DNR divisions, federal and state agencies, and interest groups make up the planning teams. Citizen advisory boards and public attitude surveys provide information to the planning teams. Major public involvement occurs during three steps: issue identification, review of alternatives and review of the draft plan.

Before the alternatives are reviewed by the public, the planning teams suggest primary and secondary use designations for specific management units. A statement of management intent and management guidelines accompany the use designation.³ The management units are created with consideration of current use patterns and resource values.⁴ The team suggests alternative designations only for specific areas where there are apparent land use conflicts. In contrast, federal agencies create several alternatives for the entire plan rather than a each specific area within a plan. Anna Plagger, a DNR planner in Fairbanks, said that the division's process differs from federal processes because all of the alternatives are reasonable and feasible while the federal processes include at least two unrealistic alternatives (usually a full development alternative and a full wilderness alternative). Additionally, Ms. Plagger said that unlike the federal process, the alternatives are first presented to the public without a preferred alternative. After this public review, a preferred alternative is selected and the draft plan is reviewed by the public.

After the plan has been reviewed by the public, the commissioner approves the plan. Since the planning team generally operates on a consensus basis, there may be areas where they cannot agree on a land use designation, and the commissioner makes a final decision for these areas. Although empowered to do so, the commissioner generally does not alter the planning team's recommendations.

After the commissioner approves the plan, the department implements it by classifying the land use designations in each management according to classifications outlined in the regulations (11 AAC 55). A single classification may encompass several more specific land use designations. Department adjudicators regularly use the plans when they review permit applications. The division reviews the plans every five years although there are no specific requirements for monitoring plans' effectiveness. Amendments

³For many plans, a single set of primary and secondary land use designations and management intent is developed for each management area. For other plans, the management units may be subdivided into separate designation areas and, therefore, there may be many separate sets of land use designations within one management unit.

⁴Although originally created to reflect watershed characteristics, today management units are generally linear to facilitate the recording of the legal description required during land classification.

to the plan must go through a public process unless they are minor changes that do not change the intent of the plan. Attachment B provides a description of the planning process, a list of area plans in progress and a map of regions used by the department.

Other Land Use Planning in Alaska

Alaska statutes mandate land use planning for municipalities and other state agencies. The municipal code (Title 29) requires first- and second-class boroughs to complete comprehensive land use plans for themselves and for first- and second-class cities within their boundaries. First-class cities outside an organized borough must also complete plans.

The Alaska Coastal Management Act of 1977 requires land use planning at the local, regional and state level to provide a balance of resource development and protection.⁵ The act requires coastal resource districts to develop coastal management programs based on municipal comprehensive plans. Coastal resource districts include municipalities with planning functions and coastal resource service areas for areas in the unorganized borough where local comprehensive planning is not mandated. Once these plans are approved by the statewide Coastal Policy Council, administration of municipal and state regulations must be consistent with coastal resource programs. The council also approves the statewide coastal management program, and actions of federal agencies must be consistent with the state program. The Division of Governmental Coordination in the Office of the Governor coordinates review of coastal zone project proposals among state agencies and local coastal districts.

Besides the statewide Alaska Coastal Management Program, other agencies complete land use planning at the state level. In addition to the Division of Land, two other DNR divisions prepare land use plans: the Division of Parks and Outdoor Recreation completes state park management plans (AS 41.21) and the Division of Forestry prepares state forest management plans (AS 41.17.200). The Habitat Division of the Alaska Department of Fish and Game (ADF&G) completes plans for special management areas (Title 16). The Department of Community and Regional Affairs assists communities to develop their land use plans, and formerly the department completed "regional strategies" to assist regions within the unorganized borough resolve land use issues. Other state land use planning occurs on mental health trust, university, and Alaska Railroad lands.

⁵The federal Coastal Zone Management Act of 1972 encouraged states to develop and implement their own programs. The actions of federal agencies must be consistent with an approved state program.

EVALUATION OF THE DNR LAND USE PLANNING PROCESS

To evaluate the success of DNR's regional land use planning process, we interviewed 25 people including state and local government officials and representatives of forestry, mining, fisheries, and environmental groups. We asked each person several questions about his or her perceptions of DNR's regional planning program. Their responses are presented in seven categories: efficiency of the process, involvement of various interests, competence of planners, balance of land uses, multiple use, comparison of DNR's planning process to that used by other agencies, monitoring the plan's implementation, and suggestions for improving DNR's land use planning program. We guaranteed the anonymity of these people in an attempt to obtain honest responses. While not a scientific sample of opinion, we believe that this informal telephone survey provides a reasonably reliable reflection of the perception various interest groups have about the DNR land use planning process.

Efficiency

We asked the people interviewed if they thought the Division of Land's planning process was efficient; in other words, if the division completed plans with the most judicious use of resources. Responses were evenly divided among those who thought the process was not efficient, those who thought it was, and those who thought it was as efficient as it could be.

Those who thought the process was not efficient offered several explanations:

- "Environmental groups slow the process down,"
- "ADF&G blocks everything,"
- "DNR prolongs the process until they get what they want" (i.e., a more developmentally oriented plan), and
- "Too much time is expended to collection information."

A municipal planner thought that planning teams become paralyzed with too much information. This person suggested that planners be given more time to summarize information for the planning teams. Two respondents suggested that the process could be accelerated if there were time lines built into each phase.⁶

Those who thought the process was efficient or at least as efficient as it could be attributed the length of the process to the varied constituencies and

⁶According to DNR planners, time lines are built into the planning process, although they are sometimes extended.

the large area represented by regional plans. One local government planning official thought that the process could be too quick for new boroughs which do not have the staff or resources to participate fully in the planning process. Another person thought that there should be more of an iterative process to permit reevaluation of goals and to feed new information into the process.

Dee Koester, a Division of Land planner in Juneau, noted that completion of area plans leads to greater efficiency in the long run. She said that the department cannot complete land sales or long-term leases without a completed land use plan. Rather than completing a management plan for each long-term lease, it is more efficient to complete one area plan for an entire region. Ms. Koester also said that the division attempts to make the planning process more efficient by assigning specific issues to working groups (composed of planning team members) rather than having the entire team investigate every aspect of each issue.

Involvement of Various Interests

All but one of the people with whom we spoke thought that DNR did an adequate job of involving the public, local government and special interest groups in the planning process. Many people, however, suggested changes with respect to involvement of interest groups in the process.

Those people who praised DNR's public involvement efforts mentioned that the department attempted to involve all interests in various stages of the process, involved various interests on the planning teams, informed people through large mailings, held public meetings in different areas, and used large graphic advertisements to notify the public about meetings. One person thought that the planning process provided a practical means to resolve conflicts and that it reduced the number of "individual battles" that arise after a plan is produced.

The people who suggested changes to the process or expressed concerns fell into two groups: those who thought that there was too much public involvement and those who expressed minor concerns or suggested technical changes to the process. Generally, people representing resource development interests thought that DNR gave environmental interests undue consideration and that environmental groups often stacked meetings. People who expressed technical concerns about the process commented that:

- "There are not enough meetings outside of the planning area,"
- "The most important meetings [planning team meetings] are held during the day when most people work,"
- "No one represents roadless recreation on the planning teams,"

- "When DNR makes a decision against the public sentiment, it should explain why it chooses to do so,"
- "The most vocal people attract the most attention from DNR,"
- "Municipalities are not on equal footing with other interests because municipal planners cannot take a firm stand until the plan is reviewed by the city council," and
- "DNR should involve more local people on the planning team to represent subsistence concerns."

One person with whom we spoke, however, was highly critical of DNR's public involvement process. This person said that public involvement efforts were superficial because the planning teams are loaded with developers. This person also said that DNR does not put enough weight on public sentiment and that the department does not divulge how many people are for or against certain alternatives. Additionally, the individual thought that DNR considered form letters (letters distributed by an interest group but signed by individuals) as one response rather than individual responses.⁷

Representatives of the division with whom we spoke perceived themselves as unbiased facilitators attempting to forge a compromise or consensus about land use classification conflicts. The department has placed a priority on training its planners including mediation and negotiation skills.

A person representing Native interests thought that DNR was successful in its public involvement efforts and noted that the department recently received national recognition. During 1990, the DNR's Northwest Area plan, published in English and Inupiaq, won the American Planning Association's Paul Davidoff Award, an annual award for involving minorities in regional or urban planning efforts.⁸

Competence of Planners

Many of the people we interviewed volunteered their perceptions about the competence of planners, even though this was not a specific question asked. A common comment was that the planners' role in the process and their competence was more important than the design of the process itself. Some people thought that planners have a broad range of discretion and that an inexperienced or incompetent planner would likely produce an inadequate plan.

⁷According to Anna Plagger, rather than weight different kinds of responses, the department considers all kinds of public responses together with comments from industry and other government agencies.

⁸Jim Schwab, "Alaska's Northwest Area Plan," *Planning*, March 1990: 11.

Representative Moyer
January 29, 1992
Page 11

One respondent thought that planners should have practical management experience in addition to training in planning or that more resource managers should be brought into the process. Another person thought that the planners were competent and that it was important to hire people with conflict resolution, communication and cross cultural skills. Several people thought that budgetary reductions had resulted in too few planners.

While some people thought that the division's planners were competent and overworked, other people thought that the planners were biased. One respondent said that they lacked integrity. The majority of the people representing development interests perceived planners as being biased against development in favor of environmental interests. To the contrary, those representing environmental interests as well as one local government representative commented that the division planners were biased toward development interests. Another person thought that planners were not sufficiently acquainted with areas for which they were planning.

Results of Plans

We asked the respondents if they thought that plans resulted in a suitable balance of different land use designations. Generally, the responses reflected a dissatisfaction with the outcome of the final plans. This dissatisfaction may, however, be endemic to all planning efforts because the outcome of land use plans seldom reflect all of an individual's objectives.

Predictably, differences in opinions about the balance of land uses surfaced between people representing development interests and those people representing environmental interests. People with a concern for protecting the environment perceived that the division's biases towards resource extraction resulted in too much land classified for timber and mineral use. These people complained that the planning teams did not include anyone representing roadless recreation interests. Development-minded people held a contrary view and thought that all lands should be open to resource extraction. They complained that each level of planning diminishes the ability of the resource sectors to contribute to the Alaska economy. Some of these people commented that they thought that the commissioner should set specific resource development goals in an effort to offset the declining contribution of the oil industry to Alaska. One person noted that the state does not have to produce a product and therefore does not have the motivation to produce revenue as is the case in private industry. Another person objected that few opportunities existed for "mom and pop" timber

operations. Additionally, one person argued that the legislature should have to approve any closure of land to a specific use greater than 640 acres.⁹

Several of the people with whom we spoke thought that the division was doing a fair job at classifying lands for a variety of uses. One person commented that the division is "torn ten ways from Sunday" and any decision is likely to result in opposition.

A few respondents, all local government planners, thought that division plans resulted in an appropriate balance of classifications. One municipal planner favorably responded that area plans adequately reflect the planning objects outlined in local plans.

Multiple Use

Article VIII of the Alaska Constitution provides direction to develop a variety of natural resources. Although it never uses the term multiple use, it directs the state to develop both renewable and nonrenewable resources for the maximum benefit of the people. Two sections of this article, however, address preferences of uses. Section 4 mandates that renewable resources will be managed on a sustained yield basis "subject to preferences among beneficial uses." Section 7 enables the legislature to reserve sites for special purposes including "areas of natural beauty or of historic, cultural, recreational, or scientific value."

The statutory definition of multiple use in AS 38.04.910 provides only general guidance and is interpreted differently by various interests. It calls for the "most judicious use of the land" and that some land may be used for "less than all of the resources." The department's 1992 report to the legislature about state land classification states that:

[a]ll classification categories are for multiple use, although a particular use may be considered primary. . . . Uses are presumed to be compatible until proven otherwise (p. 5).

We asked the people surveyed if the division shared their definition of multiple use. Although related to the previous question, this question was asked to encourage respondents to provide more in-depth information about their perception of the success of the final plan. Few respondents thought that their definition of multiple use was the same as the one used by the division.

⁹Current statutes prohibit the closure of lands greater than 640 acres to multiple use without legislative approval (AS 38.05.301). The original statute in the Alaska Land Act, however, also prohibited the restriction of mining in an area greater than 640 acres without legislative approval (Section 1, Article III, Chapter 169 SLA 1959).

Again, resource development and environmental interests perceived that the division held opposite views to their own. Almost all of the people representing timber and mining interests thought that the DNR classified too many areas for single uses. These people tended to interpret the concept of multiple use as meaning the inclusion of all uses on each parcel of land. Several respondents stated that timber harvest was compatible with recreation, wildlife and scenic resources. They suggested that expanding the road system would open up more areas for recreation. One person said that DNR did not recognize that mining resulted in only a temporary incompatibility of uses because once areas have been reclaimed, they are available for other uses. Another person stated that restricting uses on certain parcels of land resulted in an "unmanageable patchwork of uses."

In contrast, environmental representatives thought that restricting certain types of uses on a parcel of land did not mean that multiple use would be compromised. They suggested that multiple use exists even in roadless areas because those areas accommodate subsistence, wildlife and recreational uses. This constituency generally felt that DNR assumes that uses are more compatible than they actually are and that DNR is reluctant to classify areas for single purposes. One person felt that nondevelopment uses are tolerated as long as they do not retard development. Two people commented that there is no statutory classification for roadless or remote recreation.

Several people representing resource, environmental and local government interests suggested that the legislature refine the definition of multiple use. They thought that a more precise definition would resolve some of the conflicts.

Monitoring and Revision of Plans

Although not asked specifically about monitoring and revising plans, several people offered comments on this issue. One person said that the requirement to update plans every five years is arbitrary because some plans may need to be updated earlier and others later. Relating to this comment, several people thought that there was no way to feed new data into the process during the planning process or when the plan was finished. One person suggested that DNR use an iterative process where goals could be periodically reexamined to incorporate new information and changing assumptions. Another respondent said that there are no means to monitor implementation of plans. A final view was that the current system cannot monitor cumulative impacts of activities.

The Division of Land Planning Process Compared to Other Processes

We asked the people interviewed to compare other land use planning programs with the one used by DNR. Many of the people most critical of Division of Land's program preferred it to others. No one stated a preference for another state agency's planning process although some people thought specific aspects

of certain federal processes were better. A few people thought that the division's process was basically the same as that used by other state and federal agencies.

Many of the people we interviewed preferred the Division of Land process to other state programs because the division did not represent a specific interest. These people commented that agencies representing a single interest (i.e., parks, fish and wildlife, and forestry) were biased towards certain outcomes of the planning process. Some of the specific comments comparing the Division of Land's planning program to other state agencies include:

- "ADF&G constantly changes the rules of the game,"
- "The Division of Parks does not listen to the public,"
- "The Division of Parks process is more ad hoc and not as good,"
- "The Division of Forestry misrepresents information," and
- "The Division of Land is more responsive than the Division of Forestry."

One person thought that the division should adopt ADF&G's practice developing regulations concurrently with the plans (instead of approving regulations after the plan has been approved).

Generally, those people who preferred the division's process over federal processes thought the federal government acted too slowly, was influenced by outside interests, had to receive approval from Washington D.C. before acting, and produced documents that were difficult to understand. Many people commented that the Division of Land's process had more meaningful public participation than that of the federal agencies. Other comments comparing the division's process to that of federal agencies include:

- "The Forest Service process is worse because it causes more aggravation,"
- "Federal employees move around too much; there is more consistency of lower to mid-echelon employees within the DNR,"
- "Forest Service plans have little resemblance to public input,"
- "The feds are the worst; they have preconceived notions and are shaped by forces outside of Alaska. DNR has a better public process,"
- "The BLM process is worse and the National Park Service is worst of all because they ignore subsistence. The state is more responsive,"

- "The feds are too dogmatic," and
- "The state lets people know what they did with the comments."

Some people thought that certain aspects of the federal processes were better. They commented that:

- "The DNR has more public meetings but it is also more influenced by local special interests,"
- "Federal agencies operate on specific mandates and cannot alter decision-making criteria,"
- "The Forest Service sets measurable resource extraction objectives, feeds information back into the system, provides for subsistence uses, requires full disclosure of impacts, and restricts discretion of employees by requiring certain findings," and
- "The federal process is better because it results in more alternatives than the state process,"

One timber industry representative was disappointed with all U.S. planning processes and said "When someone wants to cut timber, I tell them to go to British Columbia."

REGIONAL LAND USE PLANNING IN OTHER STATES

Since the mid-1970s, a number of states have initiated more control over land use planning which was traditionally a function of local rather than state government. States wanted to stem urban sprawl, the loss of agriculture land, and the disappearance of forest land. Also, because efforts by communities to limit and control growth shifted problems to neighboring communities, state governments were forced to become involved in these issues.

Land use planning programs of Oregon and Washington are discussed below in more detail. Oregon has nearly two decades of experience in state control of local land use planning while Washington has only two years of experience.

Land Use Planning in Oregon

Oregon's land use planning law, passed in 1973, has withstood many attempts by citizens to overturn it. This law instituted one of the first state growth management programs in the country and established nineteen statewide land use planning goals (Attachment C). Although cities and counties complete the plans, each plan must be consistent with the statewide goals and be approved by the seven-member state Land Conservation and Development Council (LCDC).

Land management on state lands must be consistent with local and regional government plans.

Oregon requires local land use plans to include designation of "urban growth boundaries." Services such as sewer and water cannot extend past the boundaries of these areas for a twenty-year period, and most development of lands outside of these boundaries is restricted. The statutes also encourage protection of forest and agricultural lands to prevent urban encroachment from eroding the economic contribution of these sectors. A standing legislative committee monitors the state's planning program to assess the performance of the LCDC and the effect the law has on controlling growth and protecting agriculture and forest lands from development.

Oregon's program has received mixed reviews, but voters have consistently rejected efforts to repeal the law.¹⁰ Critics of the program, however, perceive significant flaws such as its failure to link transportation system planning with land use planning and reduction of land values in areas outside of the growth boundaries (due to restrictions on development). On the other hand, supporters of the planning program point to its benefits:

- permits are issued quicker,
- developers have greater certainty (appropriate projects are likely to be approved within an urban growth boundary),
- conflicts among environmental impact assessments, zoning rules and plans are reduced,
- plans provide direction for zoning (rather than the converse),
- urban growth tends to be contiguous and compact,
- forest and farm land receive tax subsidies, and
- planning is more coordinated.

Recent amendments to the state program emphasize mediation as a method for resolving land use and resource management disputes.

Land use plans for state-owned land must be consistent with local plans as well as statewide planning goals. According to Steve Purchase, assistant director of the Oregon Division of Lands, most of the land the division manages (1.5 percent of the total state land base) has been classified for specific uses. Also, state agency programs to coordinate state procedures affecting land use must be approved by the LCDC.

¹⁰There have been at least seven unsuccessful attempts to repeal the program through ballot measures.

Land Use Planning in Washington

As a result of rapid population growth in Washington during recent years, the legislature adopted a growth management program during 1990 and subsequently strengthened it during 1991. Although not as restrictive as Oregon's program, Washington's program is similar in several respects: it creates thirteen statewide planning goals, mandates land use planning in counties with large populations or rapid growth, and requires creation of growth boundaries. Only non-urban related growth may occur outside of these areas. Two or more cities or counties may cooperate to form a regional commission to develop plans for larger regions. Additionally, the plans must classify forest, agricultural, and mineral lands as well as critical areas.¹¹

According to Phil Clark, a resource manager for the Washington Department of Natural Resources, state agencies used to develop their own land use plans. Now, however, counties are involved in classification of state lands and the state must comply with the local comprehensive plans. The 1991 amendments to the law created three regional Growth Planning Hearings Boards where petitions may be initiated to require state agencies, counties and cities to comply with comprehensive plans.¹²

The success of Washington's program will not be known until it has been implemented for a few years. Initially, it appears that some counties favor more restrictive land uses on state lands than preferred by state agencies.

REGIONAL LAND USE PLANNING IN BRITISH COLUMBIA AND THE YUKON TERRITORY

Both Northern British Columbia and the Yukon Territory have large tracts of undeveloped land and in this respect they more resemble Alaska than either Washington or Oregon. The land ownership patterns and resource management responsibilities, however, differ from that of Alaska. The Canadian government technically owns 98 percent of the Yukon Territory, but control of the land and its natural resources is gradually being devolved to the territory.¹³ The province of British Columbia, on the other hand, controls 93 percent of the land and manages all of the natural resources except marine fisheries. Although both the territory and the province have some experience with regional

¹¹Critical areas include habitat, flood zones, geophysical hazard areas, and ground water recharge areas.

¹²Each board is composed of three people, one of whom must be an attorney and one must be a city official.

¹³Wildlife is the only natural resource currently managed by the territory although forest management is expected to be given to the territory in the near future.

land use planning, neither jurisdiction has a current program similar to that of the Alaska Department of Natural Resources.

Provincial Land Use Planning in British Columbia

During recent years, British Columbia has not made regional land use planning a high policy priority.¹⁴ The Social Credit (Socred) party has governed the province for 36 years of the past four decades, and this government has not placed much importance on public involvement in land use issues.¹⁵ Natural resource and land management responsibilities in British Columbia traditionally have been shared by many different government agencies which are frequently switched from one ministry to another.¹⁶ Although some type of resource planning occurs within each resource management agency, little multiple use planning occurs. Other than a permit referral system where agency personnel comment on project proposals, little inter-ministry coordination occurs for day-to-day management of the resources. The Environment and Land Use Committee, a group of land and resource management ministers, addresses large project proposals but seldom becomes involved in coordination of smaller projects.

The lack of emphasis on land use planning in British Columbia and inter-ministry coordination has resulted in land use conflicts for many areas and may have contributed to the over-commitment of timber to private corporations.¹⁷ Management plans for the Stikine River basin (located in the transboundary area of Southeast Alaska-British Columbia) illustrate problems endemic to the land use planning program in British Columbia. During the early 1980s, while one government corporation planned to flood the area for a hydroelectric project, another government corporation was building a multi-million dollar railway grade and bridge over the Stikine River. Both projects were later terminated when it was determined that the province would not need the power until after

¹⁴Community land use planning is a function of local government and still occurs in British Columbia.

¹⁵During 20 of these years, W.A.C. Bennett acted as the premier and three of these years his son, William Bennett acted as premier. Between 1972 and 1975 and since 1991, the New Democratic Party governed British Columbia.

¹⁶Members of the ruling party of the legislative assembly are chosen to lead the various ministries (departments) clouding the separation of powers between the executive and legislative branches of government. Reorganization of the ministries occurs often after an election and sometimes in between elections.

¹⁷The government has given companies harvest rights for more timber than is available.

the turn of the century and that there was not sufficient economic justification for the railroad.¹⁸

Several innovative land use planning and coordination programs initiated during the 1970s were eliminated or de-emphasized during the mid 1980s. These coordinating measures include a land use planning function by regional districts, interagency committees (regional resource management committees--RRMCs), coordinated land and resource management, and a Secretariat to the Environment and Land Use Committee. The Secretariat and RRMCs no longer exist and the planning authority for the regional districts was removed during the early 1980s. Additionally, many provincial planners were laid off during this period in an effort to reduce government.

During the past few years, civil protests about provincial land use decisions have increased dramatically and have gained international attention. A dissatisfaction with the province's management style added to a movement to unseat the Socred party, and last year voters elected a new government in the provincial Legislative Assembly. There is some indication that the New Democratic Party will place a greater emphasis on coordinated regional planning.

Land Use Planning for State Lands in the Yukon Territory

Neither the federal nor territorial governments currently have a mandate to complete regional planning in the Yukon Territory although this situation is expected to change once the Yukon First Nation Comprehensive Land Claims are settled. Four different kinds of land use planning occur or have recently occurred in the Yukon: community, local, district, and regional planning.

Legislation of the Yukon Territory authorizes two kinds of land use planning. The Municipal Act requires the eight incorporated communities to complete community plans. The Area Development Act empowers the Ministry of Community and Transportation Services (MCTS) to complete community plans for communities in unincorporated areas and local area plans for areas which have been designated as development areas. The minister of MCTS may designate any area as a development area but these designations have generally occurred along road corridors and around settlements.

The Yukon Territory has also completed a few district plans which generally cover larger areas than local area plans. District plans include general recommendations and are not as detailed as local area or community plans. The Dempster Highway corridor--the road leading to the Mackenzie River delta--is an example of a district plan. Currently there is no legislative authority for the territory to complete district plans.

¹⁸Glenn Gray, 1989, International Cooperation in the Alaska-British Columbia-Yukon Region, Masters Thesis, University of British Columbia.

A regional planning program initiated by the federal Department of Indian and Northern Affairs for the Yukon and Northwest Territories ended last year. Ross McLachan, geographic information system application manager for the federal Department of Indian and Northern Affairs in Whitehorse, said that the program was not legislatively mandated and involved a voluntary agreement between the federal and territorial governments and the Council of Yukon Indians.¹⁹ Although several land use plans were completed in the Northwest Territories, the main emphasis of the program in the Yukon was completion of the Greater Kluane Regional Land Use Plan for the area just north of Southeast Alaska. According Mr. McLachan, rather than focussing on land inventory and classification, the process concentrated on development of general land use guidelines. The program was terminated due to funding cuts and uncertainty about how Native land claims will affect current land ownership.

The federal Environmental Review Assessment Process (EARP) provides a means to review large resource development proposals. Although similar to the U.S. environmental assessment process, the Canadian process tends to be used only for large-scale projects.

FOREST SERVICE AND BUREAU OF LAND MANAGEMENT LAND USE PLANNING IN ALASKA

The Forest Service (U.S. Department of Agriculture), and the Bureau of Land Management (U.S. Department of the Interior) both engage in regional land use planning in Alaska.²⁰ As does the Division of Land, both of these agencies manage their lands for multiple uses, although the Forest Service has historically had a greater emphasis on forestry.

Congressional Direction for Forest Service and Bureau of Land Management Land Use Planning

Prior to the Alaska National Interest Lands Conservation Act (ANILCA) of 1980, the Bureau of Land Management (BLM) managed the vast majority of land within Alaska. ANILCA designated a significant portion of former BLM lands for inclusion in the national forest, park and wildlife refuge systems. The BLM, however, still manages a considerable amount of land in Alaska and the Forest Service manages the Tongass and Chugach national forests.

¹⁹Although this program is not legislatively mandated, the Umbrella Final Agreement (the initial land claims settlement document), commits the parties to participate in both regional planning and development assessment processes in the future.

²⁰The National Park Service completes plans for parks and monuments and the U.S. Fish and Wildlife Service completes plans for National Wildlife Ranges. Both of these agencies manage their lands primarily for single uses.

Beginning in 1960, Congress enacted a series of acts directing the Forest Service and BLM to plan for multiple use of the resources. Three acts specifically affect the Forest Service and one act affects the BLM. The Multiple Use-Sustained Yield Act of 1960 required the Forest Service to manage its land for recreation, range, watershed, wildlife, and fish purposes in addition to its original mandate of timber management. The Forest and Rangeland Renewable Resources Planning Act (RPA) of 1974 required the Forest Service to develop long-range plans, and the National Forest Management Act (NFMA) of 1976 strengthened the Forest Service's planning program requiring a meticulous land use planning process for planning at the national forest level.

The Federal Land Policy and Management Act (FLPMA) of 1976 changed the role of the BLM from a land holding and disposal agency to a land management agency. FLPMA also directs the agency to complete land use plans.

Several other federal acts affect land use planning on Forest Service and BLM lands. Perhaps of greatest significance, the National Environmental Policy Act (NEPA) of 1969 directs federal agencies to complete environmental impact statements (EISs) for major federal actions and environmental assessments for other actions that may affect the environment. Land use plans for the BLM and the Forest Service are both considered major federal actions and require completion of an EIS concurrently with the land use plan. Two other federal acts affect land use planning by the agencies. The Wilderness Act of 1964 enables Congress to set aside areas where development is extremely limited, and the Endangered Species Act of 1973 protects endangered and threatened plant and wildlife species.

Forest Service Land Use Planning

Forest Service land use planning takes place at the national, regional, national forest, management area and project level. While the NFMA provides direction for national forest level planning, the NEPA process is used for all planning processes and requires an environmental analysis or EIS for almost all federal actions. Regulations outline specific steps of the planning process used to develop forest plans, including:

- identification of issues and development opportunities,
- development of planning criteria for evaluating information and planning alternatives,
- collection of data and information,
- analysis of the management situation (the ability of the area to provide goods and services),
- formulation of alternatives,

- evaluation of alternatives, and
- recommendation of the preferred alternative (Attachment D).

An interdisciplinary team made up of federal government workers implements public participation and guides the planning process for each plan. The Forest Service involves interest groups and state agencies throughout the planning process, but major public participation occurs at two steps: during the issue identification stage and during review of the draft plan. Once the preferred alternative is chosen and a draft plan is completed, the Forest Service seeks public comment through public meetings and response forms. Although not required, public hearings are also held and official transcripts record public comment on the draft plan.

After comments to the draft plan are analyzed, the regional forester chooses the final alternative, usually a modification of the preferred alternative. The regional forester's decision can be appealed to the chief forester in Washington D.C. Once the plan has been approved, the Forest Service must monitor and evaluate the effectiveness of the plan's implementation. Forest plans must be revised every 10 to 15 years.

The Forest Service planning process differs from DNR planning in at least four ways. First, alternatives consist of overall scenarios for the entire planning area rather than for specific areas within the plan. Second, after the issue identification step, the Forest Service must formally develop criteria to analyze the type and amount of information needed and how the alternatives will respond to national and local issues. The regional forester also develops decision criteria to choose the final alternative. Third, a process step called analysis of the management situation involves computer analysis of the maximum potential of each resource. This information is used to develop alternatives. Lastly, the plan must include a plan for monitoring the effectiveness of its implementation. DNR has no formal requirement to monitor plan implementation, but reviews the plan every five years rather than every ten to fifteen years.

Bureau of Land Management (BLM) Land Use Planning

The BLM prepares land use plans for fifteen planning areas located within five major districts of Alaska. The agency completes resource management plans according to the FLPMA, NEPA and regulations. Attachment E contains the land use planning regulations for the BLM (43 CFR 1600-1610).

The specific steps of the planning process are almost identical to the ones used by the Forest Service. Like the Forest Service, the BLM also uses an interdisciplinary approach to prepare the plan and meaningful public

participation is required.²¹ The plan must also indicate intervals and standards to monitor and evaluate the implementation of the plan. The state director approves the final plan, and this decision may be appealed.

Regulations require the BLM to coordinate planning efforts with federal agencies, state and local governments and Indian tribes. Regulations also require state directors to seek advice of the governor about timing and scope of coordination of components of the plan. The plan must also be consistent with land use plans of state and local governments.

CONCLUSION

The DNR Division of Land planning program differs from all of the other programs we investigated. While the division uses a planning process similar to ones used by other state and federal land use agencies, the scope of the program is different. No other state's land ownership compares with the magnitude of land owned by Alaska, and land use planning elsewhere generally occurs at the city or county level. A recent trend of state involvement in land use planning concerns growth management and coordination strategies. In some states, local governments are responsible for land use classification on state lands.

Northern British Columbia and the Yukon Territory have sizeable tracts of sparsely populated land, but at this time neither jurisdiction has a regional land use planning program similar to that of Alaska. Land use planning does occur at the local level in both the Yukon and British Columbia, and at the district level in the Yukon. Recent regional planning efforts in the Yukon have been shelved until settlement of the Yukon First Nation Comprehensive Land Claims, and it is possible that the new provincial government of British Columbia will initiate a coordinated regional planning effort.

The Division of Land's program is most similar to the processes used by the BLM and the Forest Service. All three of these agencies are required to manage their lands for multiple use although the Forest Service admittedly has a particular interest in timber management. Both of the federal agencies, however, are constrained by detailed provisions of a number of federal acts including the National Environmental Policy Act. This act requires the development of environmental impact statements for major federal actions, including the development of land use plans. Other requirements mandate creation of criteria to analyze information and evaluate alternatives, analyze the ability of the area to provide resources (e.g., timber, minerals, water and recreation), and monitor the implementation of the plan. While the federal process results in a range of alternatives for the entire planning area, DNR only develops realistic alternatives for units of the plan where conflicts

²¹Jim Ducker, planner, Bureau of Land Management, telephone conversation, Anchorage, January 1992.

exist. Additionally, the DNR process seeks public comment on the alternatives before the preferred alternative is chosen. In summary, the DNR planning process resembles the federal process in many ways but is more flexible, has fewer constraints and the plans are reviewed every five years rather than every ten to fifteen years as required by the Forest Service.

Perceptions of the success of the DNR land use planning process vary widely among Alaskans. The people we interviewed who were most dissatisfied with the Division's planning program represented two distinct groups: those with development interests (i.e., people interested in classifying the maximum acreage for mining and timber) and those with environmental interests (i.e., people interested in setting aside as much land as possible for recreation and habitat protection). Both groups, however, perceived that the division is biased in favor of the interests of the opposite group. Development-minded people tend to think DNR planners are environmentalists while the environmentally minded people perceived DNR planners to be primarily development oriented.

The following are a sample of specific suggestions made by the respondents:

- develop management goals for resource development at the outset of each plan,
- require planners to be trained in resource management,
- develop criteria to evaluate alternatives,
- develop standards to evaluate public participation,
- define multiple use more precisely,
- reduce the amount of information that the planning team evaluates (provide summaries),
- reduce the length of planning team meetings to a maximum of four hours,
- provide roadless recreation land classification in the statutes and representation of this resource on the planning teams,
- approve regulations to implement the plan concurrently with plan approval,
- require that the plan describe how it will be monitored and evaluated,

Representative Moyer
January 29, 1992
Page 25

- develop an iterative process to reevaluate the plan's goals and to make use of new information, and
- coordinate plan approval with approval of other plans.²²

In theory, a land use planning program provides competing interests with an opportunity to resolve potential conflicts before they arise. Land use planning also has several other advantages over a system that merely reviews individual project proposals separately through permitting or environmental assessment programs. An effective planning program will help produce a common vision of how a region will develop, assess cumulative impacts, reduce the possibility of conflicting plans by different agencies, and provide developers with a measure of certainty about the likelihood that specific projects will be approved.

I hope that this information is useful for you. Please contact this agency if we may assist you further on this topic.

Attachments

²²Attachment F provides one proposal to initiate better coordination between land management agencies in Alaska.

APPENDIX

People Interviewed About the DNR Land Use Planning Process

- Begalka, Walter. Ketchikan Pulp Company. Special Assistant to the timber division manager. Telephone conversation. Ketchikan. 10 January 1992.
- Borell, Steve. Alaska Miners Association. Executive director. Telephone conversation. Anchorage. January 1992.
- Cody, Jack. Sealaska Timber Corporation. Vice president of operations. Telephone conversation. Ketchikan. January 1992.
- Duncan, Tom. City of Dillingham. Planning director. Telephone conversation. Dillingham. January 1992.
- Eames, Cliff. Alaska Center for the Environment. Issues director. Telephone conversation. January 1992.
- Gallagher, Tom. University of Alaska Southeast. School of Public Administration. Professor. Interview. January 1992.
- Grist, Bert. Northwest Arctic Borough. Planning director. Telephone conversation. Kotzebue. January 1992.
- Haight, Barry. Goodpaster Property Owners. President. Telephone conversation. Fairbanks. 13 January 1992.
- Jaeger, Lisa. Tanana Chiefs Conference. Village Government Specialist. Telephone conversation. January 1992.
- Koester, Dee. Department of Natural Resource. Division of Land. Planner. Interview. January 1992.
- Lindekugel, Buck. Southeast Alaska Conservation Council. Staff attorney. Telephone conversation. Juneau. January 1992.
- Mathews, Theo. United Cook Inlet Driftnet Association. Administrative assistant. Telephone conversation. Kenai. January 1992.
- Mylius, Dick. Department of Natural Resources. Division of Lands. Acting Chief of Land and Resources Section. Telephone conversation. 3 January 1992.
- Nutter, Rex. Fairbanks North Star Borough. Planning director. Telephone conversation. Fairbanks. January 1992.
- Plagger, Anna. Department of Natural Resources, Division of Lands. Planner. Telephone conversation. Fairbanks. January 1992.
- Reeder, Lois. Suisitna Valley Association. President. Telephone conversation. Anchorage. January 1992.

Reinwand, Debbie. Resource Development Council. Acting director. Telephone conversation. Anchorage. 3 January 1992.

Rue, Frank. Alaska Department of Fish and Game. Habitat Division. Director. Telephone conversation. Juneau.

Schulling, Rodney. Matanuska-Susitna Borough. Chief of planning. Telephone conversation. Palmer. January 1992.

Seller, Rick. Cook Inlet Region Inc. Manager of project development. Telephone conversation. Anchorage. January 1992.

Troeger, Dick. Kenai Peninsula Borough. Planning Director. Telephone conversation. Kenai. January 1992.

Tweiten, Paul. Chugach Alaska Corporation. Land Division manager. Telephone conversation. Anchorage. January 1992.

Wehrman, Joe. Koncor Forest Products. Governmental relations forester. Telephone conversation. Anchorage. January 1992.

Wilson, Wade. Matanuska-Susitna Borough. Forester. Telephone conversation. Palmer. January 1992.

Ziesak, Roger. Ketchikan Pulp Company. Planning and Engineering Manager. Telephone conversation. Ketchikan. 10 January 1992.

Department of Natural Resources

Area and Management Plans Briefing House Resources Committee - January 29, 1992

When Alaska became a state in 1959, it was granted over 100 million acres of land. The citizens of Alaska became the owners of an area the size of the state of California. At statehood, the Alaska legislature charged the Department of Natural Resources (DNR) with the complex job of managing the state-owned lands for the "maximum public benefit". The range of possibilities for how state land could be used is enormous.

Within DNR, the Land and Resources Section of the Division of Land has the responsibility for land use planning. Planning is a way for sorting through the possibilities for using state land and choosing those with the greatest benefits for all Alaskans. Most importantly, planning is a way of making these decisions not only for the public, but with them. The planning process provides a link between the citizens and the agencies charged with managing their land.

Developing plans for state land is not easy because people have differing ideas of how state land can best be used. Also, not all desired uses of state land can occur compatibly in the same place at the same time. Through resource planning, DNR works with the public to determine where the important resources are, and how the land can be used for the maximum public benefit. In the planning process all resources are considered and evaluated. Wherever possible, guidelines are established that allow for multiple use. Where irreconcilable conflicts exist, alternatives are developed and evaluated.

Plans are required by statute (A.S. 38.04.065) prior to a sale or lease of state land, excluding oil and gas lease sales and staking of mining claims.

Types of Plans

Area Plans - cover 1 to 16 million acres of state owned land

- make decisions to: keep or sell state land, open or close areas to mineral entry, recommend legislative designations, and set guidelines for the use of state land
- take about three years to prepare.

Management Plans - more detailed guidance for special areas (like a recreation river corridor) or for a specific resource (like forestry)

- take one to three years to complete

History of Planning for State Land

1970's - Conflicts over use of state land increase due to demand for land sales and other development

1974 - first area plan started for Delta, followed by Haines-Skagway Area

1979 - Vic Fischer and DNR staff develop regional planning process and program for state land

1979 - Haines Skagway Area Plan adopted

1983 - 85 - plans completed for Susitna, Tanana, SW Prince of Wales Island and Bristol Bay - future state land sales are the overriding issue in development of these plans

1986 - Alaska Supreme Court, in Alaska Survival v. Alaska, rules that regional land use plans are required prior to classification of state land for a disposal (sale or lease) on state land

1990 - 66 million acres of state land included in area plans, focus begins to shift to management planning

PLANNING PROCESS

1. Identify Issues

Hold public meetings to identify issues and concerns in the area.

2. Gather Information

Throughout the planning process collect information about natural resources, present and past land use, land ownership, and the local economy.

3. Prepare and Evaluate Land Use Alternatives

Describe possible choices for managing state land based on public interests, local resources, and state policies. Describe the effects of each choice on goals for the management of an area.

4. Public Reviews Alternatives

Hold public meetings to review the land use choices and identify those that people prefer.

5. Prepare Draft Plan

The planning team and advisory board create a draft plan using public and agency comments. The agencies review the first draft and settle any land use conflicts that remain.

6. Public Reviews Draft Plan

Hold public meetings to provide the public the opportunity to comment on the draft plan and identify parts that need to be changed.

7. Prepare Final Plan

Review agency and public comments and revise the plan. The plan is prepared for publication.

8. Approve Plan

The Commissioner of the Department of Natural Resources approves and signs the plan.

9. Adopt and Implement Plan

The plan guides land management decisions in the planning area.

Plans Currently Under Development

Juneau. Started in September 1991, covers 26,000 acres of state uplands and 400,000 acres of state tidelands within the City and Borough of Juneau and proposed annexation area on Admiralty Island. Scheduled for completion in fall 1992.

Kenai. Started in 1990, this plan includes 1.4 million acres of state uplands in the Kenai Peninsula Borough. The plan includes 250,000 acres of state owned tidelands and submerged lands along the Gulf of Alaska and in Cook Inlet. Concurrently a more detailed management plan is being prepared for the Caribou Hills, scheduled for completion in September 1992. The area plan is scheduled for completion in 1994.

Turnagain Arm Management Plan. Started January 1992, includes over 23,000 acres of state selected land in Girdwood and Bear valleys, and 50,000 acres of tidelands and submerged lands in Turnagain Arm. Coordinated with plans for Municipality of Anchorage's land. Scheduled for completion December 1993.

Yakataga. Started December 1990, covers approximately 490,000 acres of state uplands, plus tidelands and submerged lands along the Gulf of Alaska and Icy and Yakutat bays. Plan mandated by legislation, must be completed by July 1993.

Central Southeast. Started in 1991, covers the area from the Cleveland Peninsula north to Frederick Sound. Includes Wrangell, Etolin, Zarembo, Kupreanof and Kuiu islands. This plan is currently on hold as staff were reassigned to Juneau and Yakataga plans.

Adopted Plans

Bristol Bay. Adopted September 1984. Covers 13 million acres of state land. This plan was prepared through a cooperative state-federal planning process. A management plan was completed in 1990 for the Nushagak and Mulchatna Rivers and in 1991 for Navigable Rivers within Togiak National Wildlife Refuge.

Copper River Basin. Adopted November 1986. Covers 3.3 million acres of state land.

Haines - Skagway. Adopted in June 1979. Much of the 400,000 acres in the original plan are now covered by the Alaska Chilkat Bald Eagle Preserve Management Plan (September 1985) and the Haines State Forest Management Plan (February, 1986).

Kuskokwim. Adopted March 1988. Covers 16 million acres of state land in the middle and upper Kuskokwim drainage.

Northwest. Adopted February 1989. Plan covers 10 million acres of state land on the Seward Peninsula, in the Northwest Arctic Borough and in the western segment of the North Slope Borough.

Prince of Wales Island. A plan for the southwestern portion of the island was completed in June 1985 and revised in 1990. A plan for the remainder of the island was adopted December 1988. These plans cover about 72,000 acres of state uplands and about two million acres of state tidelands and submerged lands.

Prince William Sound. Adopted June 1988. This plan is for 850,000 acres of state land and most of the tidelands and submerged lands in Prince William Sound.

Susitna. Adopted April 1985. Covers 9.5 million acres of state land. This plan is in need of revision in order to provide better guidance for management of land retained in state ownership. In 1982, an area plan was completed for the **Willow Sub-Basin**, a portion of the Susitna basin. Management plans have been prepared for:

Susitna Recreation Rivers - a plan for six rivers, completed in 1991;

Susitna Forest Guidelines - guidelines for forest management and timber access, completed 1991;

Kashwitna - deals with forestry, wildlife, and access issues;

Hatcher Pass - primary issues are recreation, mining, and wildlife;

Matanuska Valley Moose Range - access, habitat management, and mining are concerns;

Fish Creek - primary issues concern agricultural disposals;

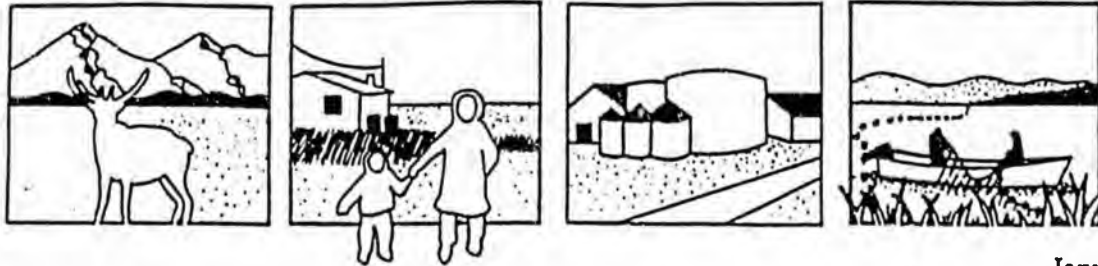
Deception Creek - former capital site, was not included in Susitna or Willow plans. ;

Tanana Basin. Adopted 1985, updated in 1990-91. This plan covers 14.5 million acres of state land in the Tanana valley, including the Fairbanks area. Includes Goodpaster River amendment, completed 1992. A management plan for the **Tanana Valley State Forest**, prepared by the Division of Forestry, was adopted in 1986.

State Critical Habitat Areas, Refuges and Sanctuaries. The Department of Fish and Game, Division of Habitat, prepares land use plans for these areas, in consultation with DNR.

State Park Units. The DNR - Division of Parks has prepared land use plans for most major State Park units.

NORTHWEST AREA PLAN



January 1992

BRIEFING PAPER

Purpose & Planning Area

The Northwest Area Plan describes how the Department of Natural Resources will manage state land on the Seward Peninsula and Norton Sound, the Lisburne Peninsula up to Icy Cape, and the Kobuk River Valley.

The planning area includes:

- Over 14 million acres of state-owned or selected land;
- 26 communities, from Pt. Lay to St. Michael, total population 14,000.

Planning Process

Adopted in 1989, the plan was a result of a three-year process with:

- A 17-member interagency planning team, including representatives from ten state agencies, four coastal districts or local governments, and three native corporations;
- Over 75 public meetings and workshops held during the three years;
- Widespread distribution of 3 brochures (the first one was bilingual), 4 newsletters, 14 resource reports, 3 public comment reports, and 3 trails and easement reports.

Major Issues

- *Land sales and remote cabin offerings* were recommended for five sales on 1200 acres, and two cabin areas for 14 cabins.
- *Mineral entry* remains open to nearly all state land, except at 13 seabird rookeries (6,000 acres) and 7 sheefish spawning areas (3,000 acres).
- *Subsistence uses* and traditional activities are recognized through plan policies and guidelines to balance with other economic development.
- *Reindeer grazing* will continue to be allowed as one of the multiple uses of state land.
- *Leases and permits* will be authorized to avoid conflicts with existing uses and high-value habitat areas. Increased community notice is required for authorizations in this remote planning area.

Other

- Almost all state land in the planning area will be managed for multiple use.
- Plan guidelines are consistent with existing coastal plan policies.
- The Northwest Area Plan won a national award in 1990 from the American Planning Association.

Alaska Department of Natural Resources
Division of Land
Land & Resources Section
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Alaska Department of
**NATURAL
RESOURCES**

TANANA BASIN AREA PLAN



BRIEFING PAPER

January 1992

- Purpose** To update the area plan for 14 million acres of state-owned and state-selected land in the Tanana Basin. This is the first update of a DNR area plan. The update
- * Incorporates new information;
 - * Clarifies plan decisions for confusing or unclear policies; and
 - * Resolves specific issues in known problem areas.
- Major Issues** Over 15 major issues were addressed, including:
- * Nenana River corridor management
 - * Goodpaster River watershed management
 - * Recommended legislative and administrative designations
 - * Delta-Salcha Area Plan update
 - * Consistency with the Fairbanks North Star Borough Comprehensive Plan and Recreational Trails Plan
 - * New state selections review
- Process**
- Tanana Basin Area Plan was first adopted in 1985
 - Five-year update began in spring 1989
 - Special community workshops held in the Nenana and Goodpaster river areas to address specific issues, fall 1989
 - Public meetings reviewed proposed changes, spring 1990
 - Plan Update was adopted by commissioners of DNR & DF&G, November 30, 1990
- Throughout the process, planning staff met with representatives from the inter-agency planning team, local governments, Native corporations, and organizations, interest groups, and individuals.
- The continuing controversy over management of the Goodpaster area warranted further review. That six-month review was completed in September, 1991, with the adoption of the Goodpaster amendment to the Tanana Basin Area Plan.
- Current Step** The plan will be printed next month, incorporating two DNR area plans and two DNR management plans into one document.

Alaska Department of Natural Resources

Land & Resources Section
3700 Airport Way
Fairbanks, Alaska 99709
(907) 451-2700



Alaska Department of
**NATURAL
RESOURCES**

BRISTOL BAY AREA PLAN

- Purposes** Designate main uses of state land
Establish guidelines to ensure that multiple uses occur compatibly
Propose changes to land ownership patterns
- Area** Planning area 31 million acres total, 13 million acres of state land, including 1.4 million acres in Wood-Tikchik State Park
Includes Bristol Bay, Land and Peninsula, and Aleutians East boroughs, Bristol Bay Coastal Resource Service Area
- Status** December 1980 - State-federal Bristol Bay cooperative management plan established by ANILCA Section 1203
1981 - 1984 - plan developed, originally through cooperative effort
September 1984 - adoption of Bristol Bay Area Plan for state lands; no federal action on cooperative plan
- Participants** Study Group - Representatives of state and federal agencies, coastal districts, Bristol Bay Borough, and Native interests
General public - 87 meetings held in 32 communities, numerous meetings with interest groups

Major Provisions of Plan

Most state land kept in public ownership and managed for multiple use

Settlement - 14,000 acres of state land identified for new disposals

Recreation - designated a primary use on most state lands. Recreation management plans recommended for Nushagak and Mulchatna rivers (completed 1991) and Lake Iliamna.

Oil and Gas - designated a primary use on state uplands with commercial potential, lease sale held 1984

- leasing of tide and submerged lands along the Alaska Peninsula south of Pilot Point not allowed until after 1994

- no oil and gas leasing in legislatively designated Bristol Bay Fisheries Reserve

Minerals - Over 98% of state land open to new mineral entry

- designated a primary use on over 2 million acres

- 213,000 acres closed to mineral entry along 64 salmon streams

- 1.9 million acres require a lease prior to mining

Transportation - identifies transportation corridors across the Alaska Peninsula

Land Status - proposes land exchanges with federal agencies and Native corporations to improve land management and protect wildlife resources

- proposes resolution of state-federal dispute over state selections on the Alaska Peninsula (since rejected by US Department of the Interior)

NUSHAGAK & MULCHATNA RIVERS

Recreation Management Plan



NUSHAGAK AND MULCHATNA RIVERS RECREATION MANAGEMENT PLAN BRIEFING PAPER

PLAN ORIGIN. Result of Bristol Bay Area Plan and Bristol Bay Coastal Management Plan recommendations for further recreation management planning in the region. The legislature appropriated funds in FY 88 and 89 for DNR, ADF&G, and Bristol Bay Coastal Resource Service Area (BBCRSA) to prepare a joint DNR management plan/AMSA plan under the Alaska Coastal Management Program.

PURPOSES. Provide for a mix of commercial and noncommercial land uses.
Provide direction for long-term uses (longer than 15 consecutive days) and specify management units where these uses may be allowed on a case-by-case basis and where they are prohibited. Uses include permanent and temporary facilities, trapping cabins, boat storage, airstrip development, camping, and other long-term uses.
Make recommendations for future management.
Ensure availability of public use sites for all users.

The plan does not cover some topics addressed in earlier plans, fish and wildlife management issues, federal or private land management, or uses that occur for under 15 days.

AREA. 5.7 million acres in the Nushagak and Mulchatna rivers area.

PROCESS. Fall 87. Issues identified.
August 88. Resource assessment completed.
Fall 88. Alternatives workbook distributed.
December 88. Public meetings on alternatives.
May 89. Agency review draft circulated.
July 89. Public review draft completed and distributed for review.
September 89. Public meetings on public review draft.
October 31, 89. Public comment period ends.
May 15, 1990. Final plan adopted.

PARTICIPANTS. Planning team: DNR (Forestry, Land and Water, Parks), ADF&G (Commercial Fish, Game, Habitat, Sport Fish, and Subsistence Divisions), and BBCRSA.
Advisory Board (representing public and private interests).
General public (public meetings and mailout response to alternatives workbook).

MAJOR ISSUES. Public use management vs. land management (managing for a recreational experience), increasing use, and amounts of development.

TOGIAC NATIONAL WILDLIFE REFUGE
PUBLIC USE MANAGEMENT PLAN

BRIEFING PAPER

PLAN ORIGIN

The US Fish and Wildlife Service's (USFWS) Comprehensive Conservation Plan for the Togiak National Wildlife Refuge calls for a more detailed management plan for public use. The USFWS began work on a public use management plan in 1988. DNR has been working closely with USFWS on the plan.

PURPOSES

To provide direction for management of public use within the Togiak Refuge.

To provide direction for management of state owned land and water within the refuge.

AREA

Togiak National Wildlife Refuge.

PROCESS

January 1989. Alternatives workbook distributed.

February 1989. Public meetings on workbook.

April 1990. Draft public use management plan completed and distributed for review. Public meetings on draft.

May 1990. Public comment period ends.

July 1990. Final plan adopted.

MAJOR ISSUES

Increasing levels of commercial and non-commercial use.

Degradation of user experience due to increases in overall use.

Conflicts between sportfishermen and subsistence users.

Restrictions on the amount of public use allowed on land and water within the refuge.

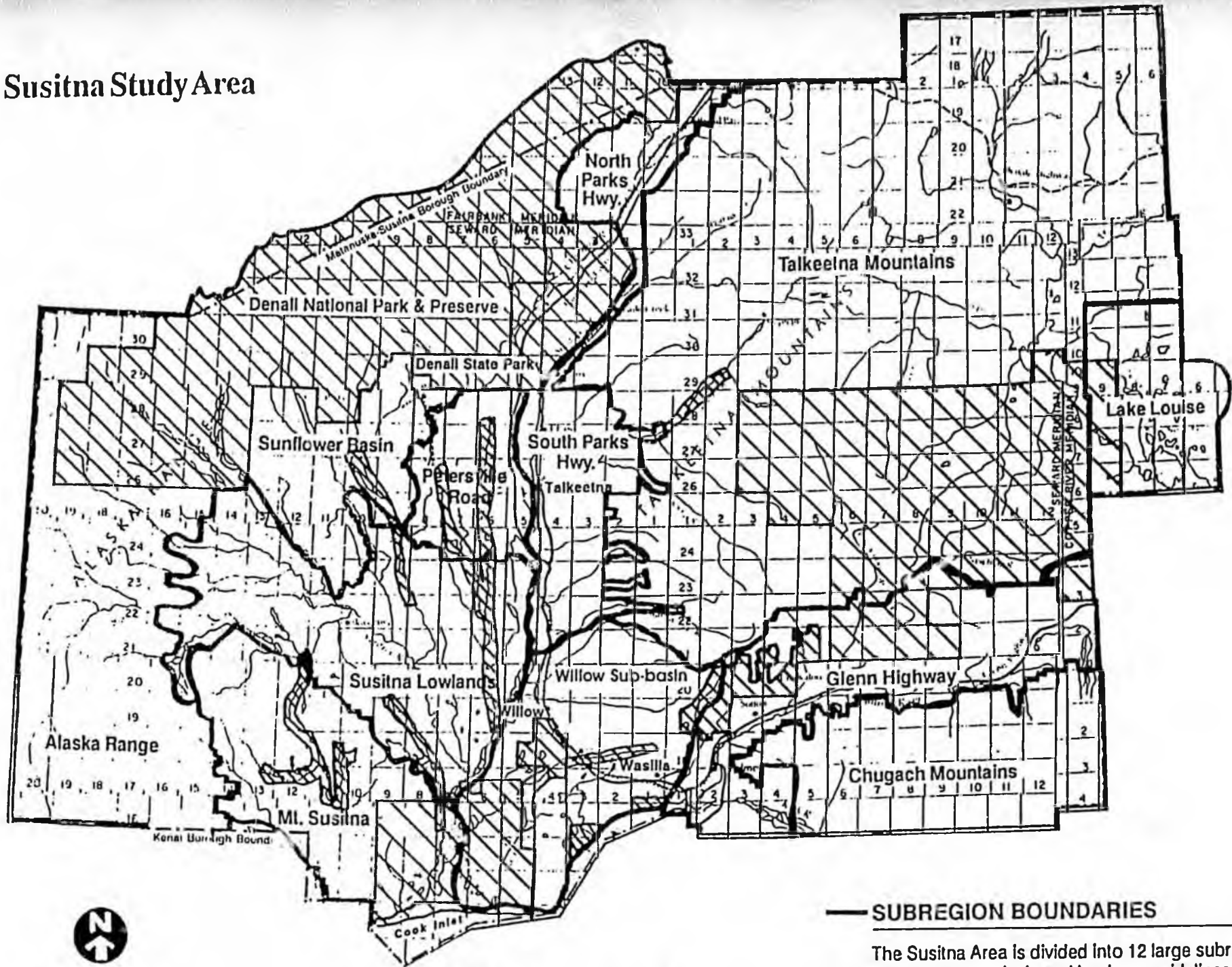
Restrictions on the amount of development allowed in the refuge.


Different state and federal authorities that apply to the management of state owned land and water.

SUSITNA AND WILLOW AREA PLANS

- Purposes** Designate main uses of state and borough lands
Establish guidelines to ensure that multiple uses occur compatibly
Coordinate use of state and borough lands
- Area** 15.8 million acres of land in the Matanuska-Susitna Borough and Tyonek areas including:
-- 9.5 million acres of state land
-- 600 thousand acres of borough land
- Status** Willow Subbasin Area Plan (1 million acres in Palmer-Wasilla area) adopted 1982
Susitna Area Plan (remainder of Matanuska-Susitna Borough plus Beluga area) adopted 1985
Beluga area is in Kenai Peninsula Borough and will be updated by the Kenai Area Plan now in progress
Susitna Forestry Guidelines (adopted 1991) added detailed guidelines for forest management and converted central Susitna-Willow database to GIS
Detailed management plans completed for
 Deception Creek (1989)
 Fish Creek (1984)
 Kashwitna (1991)
 Matanuska Valley Moose Range (1986)
 Hatcher Pass (1986, amended 1989)
 Susitna Basin Recreation Rivers (1991)
Areas outside management plans are overdue for updating
- Partici- pants** Planning team: DNR, DFG, DOT&PF, Mat-Su Borough
Cooperating agencies: USDA Soil Conservation Service, BLM, Kenai Borough
Public: 40 public meetings, written + oral comments, meetings with groups
- Key issues for update** Land allocations for forestry, settlement, agriculture, and resource management areas
Review proposed legislative designations and incorporate areas that were legislatively designated since plans were adopted
Recreation opportunity spectrum and management intent for recreation and habitat lands
Road access
Remote cabin permit areas
Guidelines for retained lands within disposal areas
Land use designations for isolated parcels of state land near road system
Management of controversial areas, including Susitna Corridor, Nelchina Public Use Area, and Knik Glacier area

Susitna Study Area



 Legislatively Designated Areas (not addressed by this plan)

— SUBREGION BOUNDARIES

The Susitna Area is divided into 12 large subregions for resource analysis and land use guidelines.



Susitna Basin Recreation Rivers Management Plan

Alaska Department of Natural Resources
Division of Land & Water Management
Land & Resource Section

- Overview** This plan was developed between 6/88 and 1/91 and provides management intent for six rivers in the Susitna Valley: Little Susitna River, Deshka River (including Moose and Kroto creeks), Talkeetna River, Lake Creek, Talachuliana River, and Alexander Creek.
- Schedule** In January, 1991 the plan was submitted to the legislature for a 100 day review period in accordance with the Recreation Rivers Act. After the legislature reviewed the plan, it was signed by the Commissioner in June 1991.
- Plan Provisions** The plan provides:
- Management intent for 238,000 acres and 460 river miles
 - Emphasizes maintaining and enhancing the quality of the recreation resource and protection of the resource upon which this use depends
 - Puts a high priority on education and making information on the rivers available
 - Guidelines for recreation development including airstrips, lodges, and seasonal camps
 - Recommends a commercial permit to generate revenues to help manage the rivers and to protect the public and the resource
 - Recommends specific public facilities such as signs, boat launches, and privies
 - Establishes non-motorized areas on the more remote parts of the rivers and the middle Little Susitna River during mid-summer
 - Recommends implementation priorities, management agreements, and regulations
- Current Set** In October, 1991 the department hired a Natural Resource Officer to oversee the management of the six rivers and to implement the plan. The division is now reviewing over 50 pending casefiles which include cabins that have been built without authorization over the years, airstrip applications, permits for borough recreation facilities on state lands, and proposals from landowners to exchange lands. As funding allows for this summer, an educational/informational program including signs, brochure(s), and kiosks will be implemented to inform the public about the Recreation Rivers. A volunteer program will also be initiated.

rrdsk12/January 28, 1992/briefing



SUSITNA FORESTRY GUIDELINES

Purpose: DNR is charged with providing jobs, habitat, wood, recreation, and other benefits from state-owned forests. Many ideas exist on how best to fulfill this charge. The Susitna Forestry Guidelines were developed to balance different demands on state owned forests in the Susitna valley, and help achieve this mission. The Guidelines direct management of forest resources, set standards for timber management and access, identify areas available for timber harvesting, summarize current timber volumes, and establish the annual allowable cut.

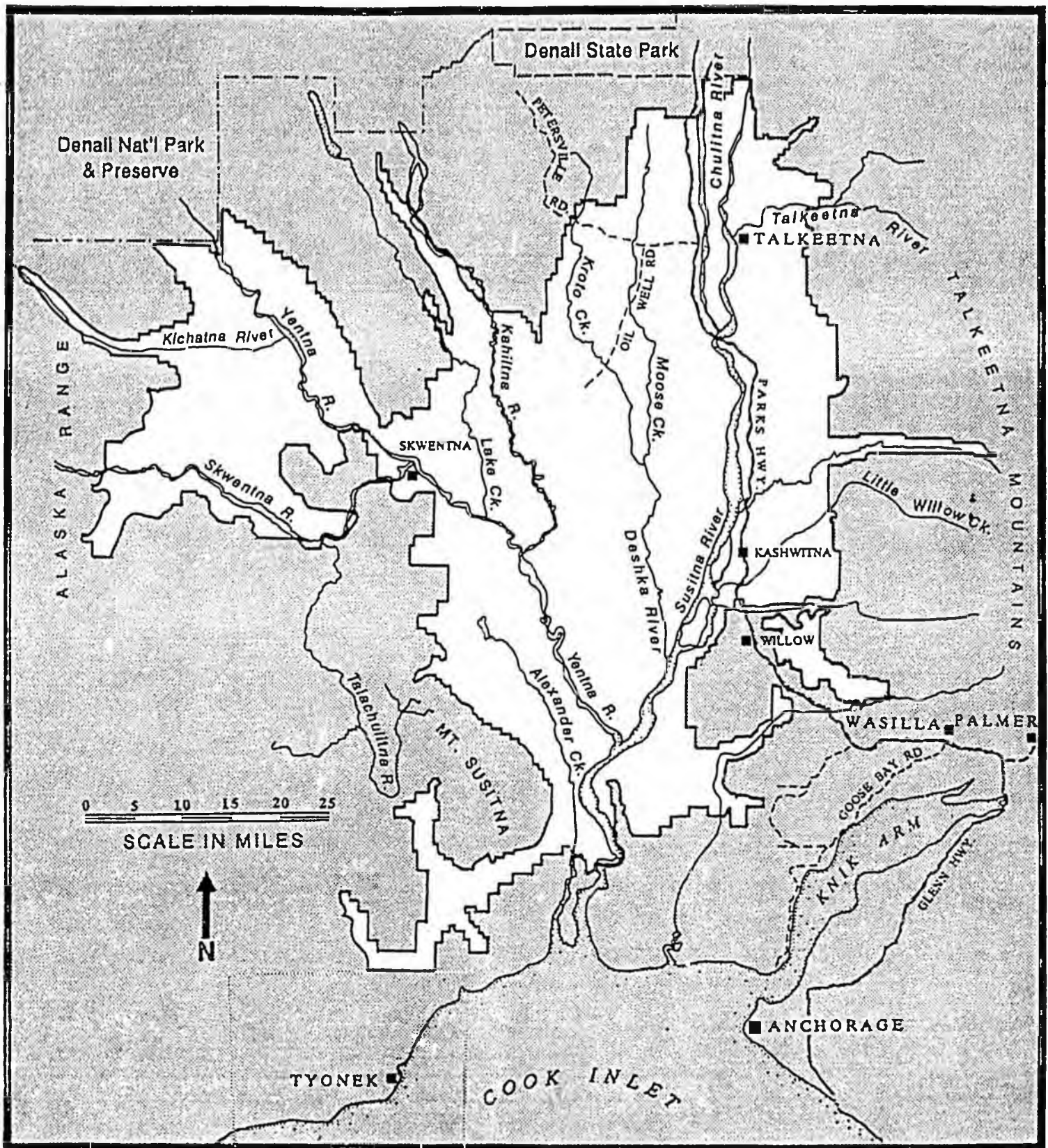
Process: The guidelines were developed over three years by state agencies and the public. They were adopted by the commissioners of Natural Resources and Fish and Game in October, 1991. Participants in the process included

- ◆ Interagency planning team
Department of Natural Resources divisions of Land, Forestry, Parks and Outdoor Recreation,
Agriculture, and Mining
Department of Fish and Game
Department of Environmental Conservation
Department of Transportation and Public Facilities
Department of Commerce and Economic Development
Matanuska-Susitna Borough
- ◆ Citizens' Advisory Committee Representatives of about 80 organizations interested in forest management in the Susitna valley. Members participated in meetings throughout the planning process, received all materials sent to the planning team, and reviewed drafts of the guidelines.
- ◆ General public Eight public meetings were held on the draft guidelines; numerous comments also were received by telephone and in writing. Comments were reviewed by the planning team before developing the final guidelines.

Key guidelines: The guidelines address forest management and access to timber resources, including

- ◆ The annual allowable cut for state forests in the Susitna valley
- ◆ Goals for forest management for commercial and personal use of wood, and protecting and supporting non-timber forest uses
- ◆ Design of timber sales and management after timber harvest
- ◆ Management of special areas such as important habitats, trail corridors, recreation sites, and wetlands
- ◆ Design and management of year-round and winter roads for timber access
- ◆ Public notice for timber management and habitat enhancement activities
- ◆ Keeping the guidelines timely through periodic reviews, amendments, and special exceptions.

Susitna Forestry Guidelines Boundary



COPPER RIVER BASIN AREA PLAN

Purpose Designate main uses of state land
 Establish guidelines that ensure that multiple uses occur compatibly

Area 3.3 million acres of state land
 no local government or coastal resource service areas

Status November 1984 - plan started with public meetings to identify issues
 December 1986 - plan adopted

Participants

Planning team - Representatives of state agencies and Ahtna, Inc.

Interest groups - Information sent to numerous groups, briefings as requested

General public - Over 40 public meetings and workshops held in local communities, Anchorage, Fairbanks, and Valdez

Major Provisions of Plan

Most state land to be kept in public ownership and managed for multiple use

Settlement and Agriculture - 18,000 acres identified for new land sales for settlement and agriculture over 20 years

Remote cabins - 50-60 remote cabin permits allowed

Minerals - 97% of state lands kept open to new mineral entry

- designated a primary use on 41,600 acres

- 49,000 acres closed to protect salmon spawning and rearing areas and resident fish habitat

- 30,000 acres closed in 8 existing state recreation areas and one proposed state recreation area

- 18,000 acres closed in Thompson Pass to protect recreation, transportation, and utility uses along the Richardson Highway

Oil and Gas - All state land available for oil and gas leasing

Land Status - Over 218,000 acres recommended for new state selection

- 151,000 acres recommended for relinquishment

Legislative Recommendations - state recreation areas at Thompson Pass, Kettlehole Lakes-Mendeltna Creek, Nelchina-Tazlina, and Gulkana River

- Trumpeter swan nesting area (400,000 acres)

Prince William Sound Area Plan

Overview The Prince William Sound Area Plan describes how the Department of Natural Resources will manage state-owned uplands and tide and submerged lands. It also provides general guidance for managing units of the Alaska marine Park system within this planning area. The plan was completed in June 1988.

The overall theme of the plan is to maintain visual quality of the coastline along the marine ferry route, provide access across state tideland for resource development on adjacent private land, protect crucial-rated habitats, and protect recreation resources.

Area 984,000 acres of uplands, mostly in the Chugach Mountains, some along the coast. Approximately four million acres of submerged lands (three miles seaward) and tidelands.

Participation Interagency Planning Team:
Department of Natural Resources: Divisions of Land and Water, Parks and Outdoor Recreation, Forestry, Mining,
Department of Fish and Game
Department of Transportation and Public Facilities
Department of Community and Regional Affairs
Department of Environmental Conservation
U.S. Department of Agriculture, Forest Service

General Public: three rounds of public meetings, public survey, meetings with individuals and interest groups

Major Decisions Land use classifications
Land disposal locations
Administrative designations
Land selections and relinquishments
Guidelines for leases and permits on state land

Contact Yvonne Wu Goldsmith, Staff
AK Department of Natural Resources, Division of Land
3601 C street, Suite 1122
Anchorage, AK 99504 phone: 762-2660

TURNAGAIN ARM MANAGEMENT PLAN

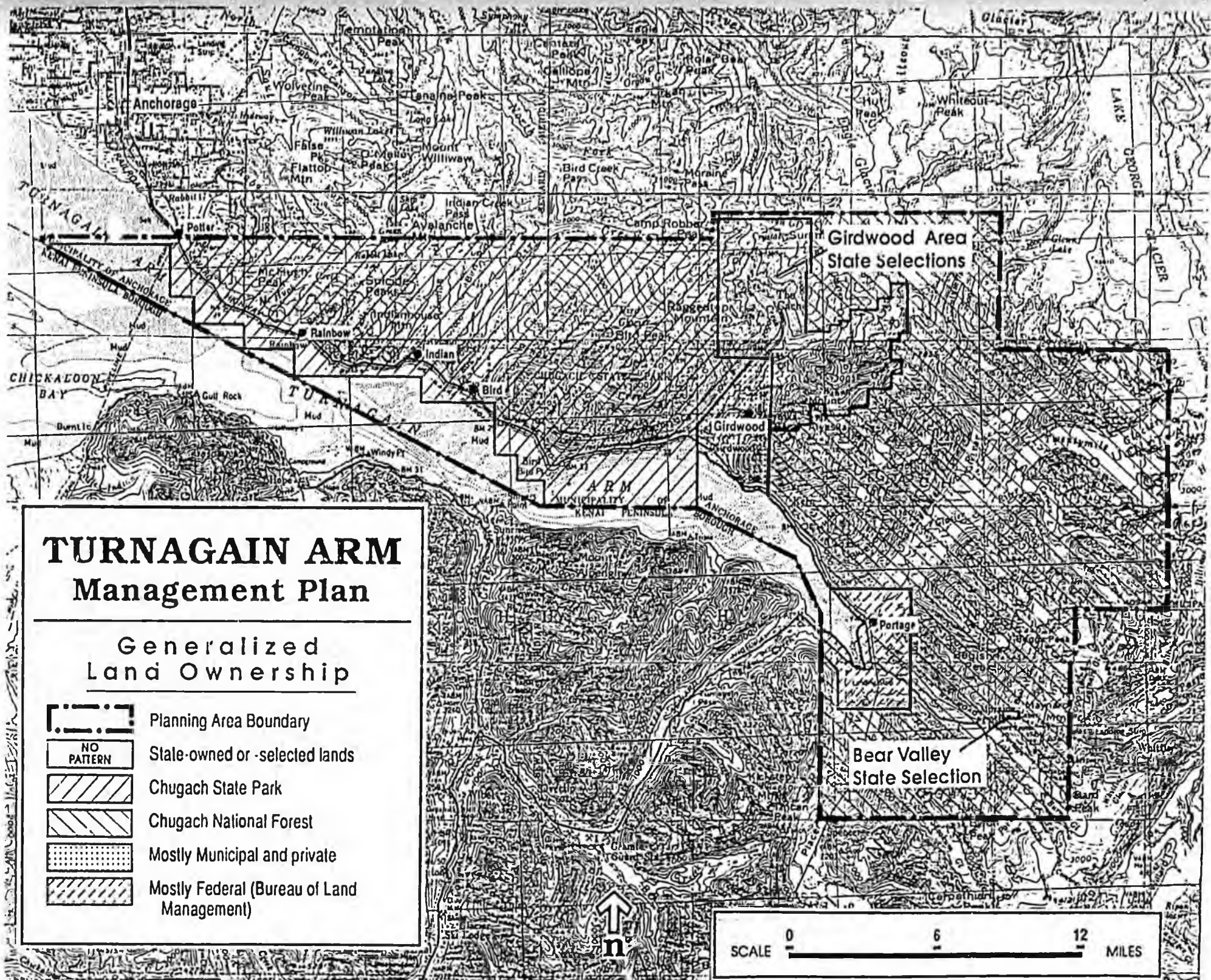
BRIEFING PAPER

January 22, 1992

- DNR is developing a management plan for state-owned and state-selected lands in the Turnagain Arm area. The planning area includes:
 - 23,000 acres of state selected land northeast of Girdwood
 - 320 acres of state-selected land in Bear Valley, near Portage
 - 50,000 acres of tidelands in Turnagain Arm
- One of the most important issues the plan will address is a proposed major new ski resort in the Upper Glacier Creek Valley near Girdwood. To lease land for ski resort development, the plan must first decide if this is an appropriate use of these state lands.
- The Municipality of Anchorage is entitled to 1000 acres from the state selections near Girdwood. They will be updating their plan for this area, and they will work with DNR to develop compatible land management goals.
- The DNR's planning staff will coordinate the process. The plan will be developed by a planning team made up of representatives from state agencies, the Municipality of Anchorage, and the US Forest Service. A citizen's advisory board will make recommendations to the planning team. This board consists of representatives from the following organizations:






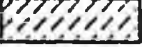
Girdwood Board of Supervisors
Anchorage Municipal Assembly
Municipality of Anchorage Heritage Land Bank
Heritage Land Bank Advisory Commission
Anchorage Planning and Zoning Commission
Anchorage Parks and Recreation Commission

- The process will be coordinated with the Municipality of Anchorage's update of their Turnagain Arm Comprehensive Plan. DNR and MOA will work together to collect data and solicit public involvement. Here is an outline of the process:
 - Data collection has begun, and will continue through the winter of 1992/1993;
 - Public meetings will be held in April 1992. These meetings will introduce people to the planning processes, and will give people a chance to voice their concerns and help identify the major issues the plans should address.
 - Alternative management proposals will be developed and reviewed by the public during the fall of 1992.
 - During the spring and summer of 1993, a draft plan will be developed and reviewed by the public.
 - The final plan will be reviewed and adopted during the winter of 1993.
- If the plan determines that ski resort development is an appropriate use of state lands in the Upper Glacier Creek Valley, the state may solicit proposals for resort development as specified in AS 38.05.073.



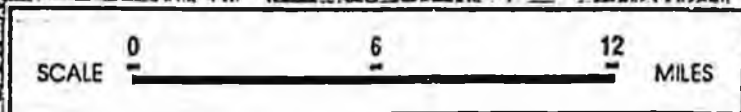
TURNAGAIN ARM Management Plan

Generalized Land Ownership

-  Planning Area Boundary
-  State-owned or -selected lands
-  Chugach State Park
-  Chugach National Forest
-  Mostly Municipal and private
-  Mostly Federal (Bureau of Land Management)

Girdwood Area
State Selections

Bear Valley
State Selection



Kenai Area Plan

| | | |
|----------------------|---|-----------------|
| Purpose | To decide how to manage state land and tidelands (excluding state park units and critical habitat areas) within the boundaries of the Kenai Peninsula Borough. | |
| Area | State-owned uplands, excluding leg. desig. (of this, 70,600 acres is boro selected) | 1,078,600 acres |
| | State-selected uplands | 410,600 acres |
| | State-owned tidelands and submerged lands | 250,000 acres |
| | Other state-owned upland (leg. desig.) | 1,068,000 acres |
| | Federal | 6,000,000 acres |
| | Borough or Municipal | 105,000 acres |
| | Native corporations | 1,100,000 acres |
| | Other private | 468,500 acres |
| Schedule | Identify Issues | (Sep 90) |
| | Data collection and develop alternatives | (current step) |
| | Public reviews alternatives | (Oct 92) |
| | Agencies review draft plan | (May 93) |
| | Public reviews draft plan | (Oct 93) |
| | Final plan | (May 94) |
| Participation | Department of Natural Resources: Divisions of Land and Water, Parks, Forestry, Mining, Agriculture, Oil and Gas, and Geological and Geophysical Surveys Department of Fish and Game Department of Transportation and Public Facilities Department of Environmental Conservation Kenai Peninsula Borough. | |
| | Technical Advisory Committee (tentative): U.S. Forest Service, U.S. Fish and Wildlife Service, U.S. National Park Service; Bureau of Land Management; Cook Inlet Region, Inc.; Chugach Alaska Corporation; six village corporations or associations; six incorporated communities; five community planning groups. | |
| | General Public: two or three rounds of public meetings, meetings with interest groups, newsletters, letters and phone calls. | |
| Major Issues | Should state land be offered for residential and agricultural settlement? Should state land be available for additional grazing leases? Should small parcels of state land be consolidated and offered for sale or exchange? Which tideland uses should be accommodated (such as floating facilities)? How can public access to recreation areas be improved? How should trespass cabins in Deep Creek and Caribou Hills be managed in the long run? How should high public use areas, such as access sites to rivers, be managed? What is the best allocation of forest resources between timber harvests and recreation/habitat? | |
| Contact | Yvonne Wu-Goldsmith Alaska Department of Natural Resources, Division of Land PO Box 107005, 3601 C St., Suite 1122 Anchorage, AK 99510 phone: 762-2660 | |

Caribou Hills Management Plan

Purpose To determine management intent for Caribou Hills on the Kenai Peninsula.

Area State-owned land 66,000 acres

Schedule

| | |
|----------------------|--------------------------|
| Identify issues | August 90 - October 90 |
| Resource Inventory | October 91 - February 92 |
| Develop Alternatives | March 92 - May 92 |
| Public Review | May 92 - July 92 |
| Write Draft Plan | August 92 |
| .945 Public Review | September 92 |
| Adopt Final Plan | September 30 |

Participation

Interagency Planning Team:
Department of Natural Resources: Divisions of Land, Water, Parks, Forestry, Mining, Agriculture, Oil and Gas, and Geological and Geophysical Surveys
Department of Fish and Game
Department of Transportation and Public Facilities
Department of Community and Regional Affairs
Department of Environmental Conservation

Citizens' Advisory Committee:
Five members from Homer, six members from Kenai/Soldotna, and five members from Ninilchik meet every three to four weeks

General Public: two rounds of public meetings, monthly newsletters, questionnaires, letters and phone calls

Major Issues Are additional remote cabins (beyond the 74 permitted through the 1985 Personal Use Cabin Program) appropriate for Caribou Hills? If yes, where and how many?

Are there existing or potential conflicts between public use and protecting resource values such as wildlife habitat?

Are there trails that require a higher level of management such as reserving rights-of-way?

Contact Yvonne Wu Goldsmith, Project Manager
AK Department of Natural Resources, Division of Land
3601 C street, Suite 1122
Anchorage, AK 99504 phone: 762-2660



KUSKOKWIM AREA PLAN

| | |
|-------------------------------------|--|
| Purposes | Determine which lands are retained in state ownership and which are offered for sale Establish guidelines to ensure that multiple uses occur compatibly Determine areas available for surface leasing, mineral entry and leasehold location |
| Area | 23 million acres of land in the middle and upper Kuskokwim Basin including 14.3 million acres of state-owned land and 1.7 million acres of state-selected land |
| Status | Adopted by commissioners of Natural Resources (March 1988) and Fish and Game (May 1988) |
| Participants | <u>Planning team and advisory board</u> DNR divisions Agriculture, Forestry, Land, Mining, Oil and Gas, and Parks and Outdoor Recreation Alaska Departments of Fish and Game, Community and Regional Affairs, Environmental Conservation, and Transportation and Public Facilities Bureau of Land Management Calista Corporation Doyon, Limited Kuskokwim Corporation Kuskokwim Native Association MTNT, Limited Tanana Chiefs Conference Upper Kuskokwim Regional Strategies Committee <u>General Public</u> Three rounds of meetings were held in the eleven communities within the planning area – from Aniak to Telida – and in Bethel, Lake Minchumina, and Anchorage. Comments were also accepted throughout the process in writing or by phone. The public was welcome at planning team and advisory board meetings. |
| Major provisions of the plan | <u>The Kuskokwim Area Plan</u> <ul style="list-style-type: none">• Retains most land in state ownership for public uses, including trapping, hunting, fishing, wood harvesting for personal and commercial use, travel overland and on rivers, and recreation• Establishes a pool of 14 areas (34,000 acres) that may be offered for sale• Identifies 11 areas where a total of 230 remote cabin permits may be allowed• Sets guidelines for siting trapping cabins and commercial recreation leases• Keeps 97% of state land open to new mineral entry, 2% of the area may be closed to mining if land is offered for sale; closes 3,900 acres with important sheefish and salmon spawning areas in the southern part of the planning area to new mineral entry; requires leasehold location on 18,000 acres along salmon spawning and rearing streams• Sets guidelines for gravel extraction from the Kuskokwim River• Recommends legislative designation of land along the Holitna and Hoholitna rivers as a Public Use Area to be managed primarily for fish and wildlife habitat and forestry• Recommends state selection of 14 areas totalling 450,000 acres; recommends relinquishment of three areas totalling 52,000 acres |

JUNEAU STATE LAND PLAN

| | | | | | | | | | |
|--|--|---------------------|--------|------------------------|--------|--|----------------|----------------------|----------------|
| Purpose | To decide how to manage state lands in the City and Borough of Juneau and the area proposed to be annexed to the borough around Greens Creek mine. | | | | | | | | |
| Area | <table><tr><td>State-owned uplands</td><td>12,000</td></tr><tr><td>State-selected uplands</td><td>14,000</td></tr><tr><td>State-owned tidelands and submerged lands</td><td><u>400,000</u></td></tr><tr><td>Total Acreage</td><td>426,000</td></tr></table> | State-owned uplands | 12,000 | State-selected uplands | 14,000 | State-owned tidelands and submerged lands | <u>400,000</u> | Total Acreage | 426,000 |
| State-owned uplands | 12,000 | | | | | | | | |
| State-selected uplands | 14,000 | | | | | | | | |
| State-owned tidelands and submerged lands | <u>400,000</u> | | | | | | | | |
| Total Acreage | 426,000 | | | | | | | | |
| Schedule | <p>Identify state land and resources (<i>summer-fall 1991</i>) Review existing state, federal, and CBJ plans (<i>fall 1991</i>) Identify potentially affected interests (<i>winter 1992</i>) Develop a draft plan for public and agency review (<i>spring 1992</i>) Revise draft plan (<i>summer 1992</i>) Final plan adopted (<i>fall 1992</i>)</p> | | | | | | | | |
| Participation | <p>Planning team: representatives from the Dept. of Natural Resources divisions of: Land, Water, Parks, Forestry, and Mining; Dept. of Fish and Game; Dept. of Transportation and Public Facilities; Dept. of Environmental Conservation; City and Borough of Juneau; U.S. Forest Service; U.S. Fish and Wildlife Service; and National Marine Fisheries Service.</p> <p>General public: one round of public meetings, one public comment period, newsletters, brochures, letters, meetings with interest groups, and phone calls.</p> <p>Interest groups and organizations: receive additional mailings including planning team meeting notes and additional updates on plan progress.</p> | | | | | | | | |
| Major Issues | <p>Most issues focus on the uses of state-owned tidelands adjacent to lands that are in non-state ownership.</p> <p>High recreation, fish and game, mining, and industrial development potential values that overlap in several areas.</p> <p>Major projects occurring on state lands include support facilities and access for the AJ mine, Kensington mine, Douglas Island port, and transportation routes up Taku River and Lynn Canal</p> <p>Other projects include fill near the mouth of Salmon Creek (tideland fill) and Indian Cove (proposed dock)</p> <p>Planning process was streamlined to take advantage of the extensive database and land use plans developed by the City and Borough of Juneau. Alternatives for use of other state lands are constrained due to the limited amount of uplands, existing CBJ plans and ordinances, and the coastal management program.</p> | | | | | | | | |
| Current step | <p>Refining maps on resources and uses in the area Preparing for planning team meetings to develop the agency review draft plan</p> | | | | | | | | |



ALASKA DEPARTMENT OF NATURAL RESOURCES
DIVISION OF LAND & WATER • LAND & RESOURCES SECTION
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FAX 586-2954 • PROF. NRSCRAJ • MAILSTOP 1000



CENTRAL SOUTHEAST ALASKA AREA PLAN

Purpose

The area plan will decide how to manage state lands stretching from the Cleveland Peninsula north of Ketchikan to Cape Fanshaw north of Petersburg. Etolin, Wrangell, Zarembo, Mitkof, Kupreanof, and Kuiu Islands are all within the plan's boundaries. The communities in the planning area are Meyers Chuck, Wrangell, Petersburg, Kupreanof, and Kake.

State lands in the planning area contain a multitude of vital resources - timber, minerals, fish and wildlife, and water. State lands also provide a land base for residential, commercial, and industrial activities. The demands on state lands are especially intense in southeast Alaska where most other lands are part of the Tongass National Forest.

Because state lands must meet so many different needs, conflicts can and do arise. This area plan is the tool the Department of Natural Resources will use to identify conflicts and devise management strategy to avoid or resolve these conflicts. The plan will enable the people who live in and use the planning area to help DNR decide how these state lands should be managed.

Area

The area plan covers about 70,000 acres of state uplands and more than one million acres of tidelands and submerged lands.

Schedule

This plan is on hold with staff reassigned to work on the Yakataga and Juneau Area Plans. Data gathering for resources and uses in the planning area has been started and continues on a time-available basis. The schedule to resume the project will be evaluated when the Juneau State Land Plan is completed.

Participation Planning Team representatives from:

| | |
|---|--|
| Dept. of Natural Resources - Land, Water, Parks & Outdoor Recreation, Forestry, Geological & Geophysical Survey, Mining | Department of Environmental Conservation |
| Department of Fish & Game | Department of Community & Regional Affairs |
| Dept. of Commerce & Econ. Development | U.S. Forest Service |
| Dept. of Trans. & Public Facilities | National Marine Fisheries Service |
| U.S. Fish & Wildlife Service | |
| Sealaska Corporation | |
| Communities - Meyers Chuck, Wrangell, Petersburg, Kupreanof, Kake | |

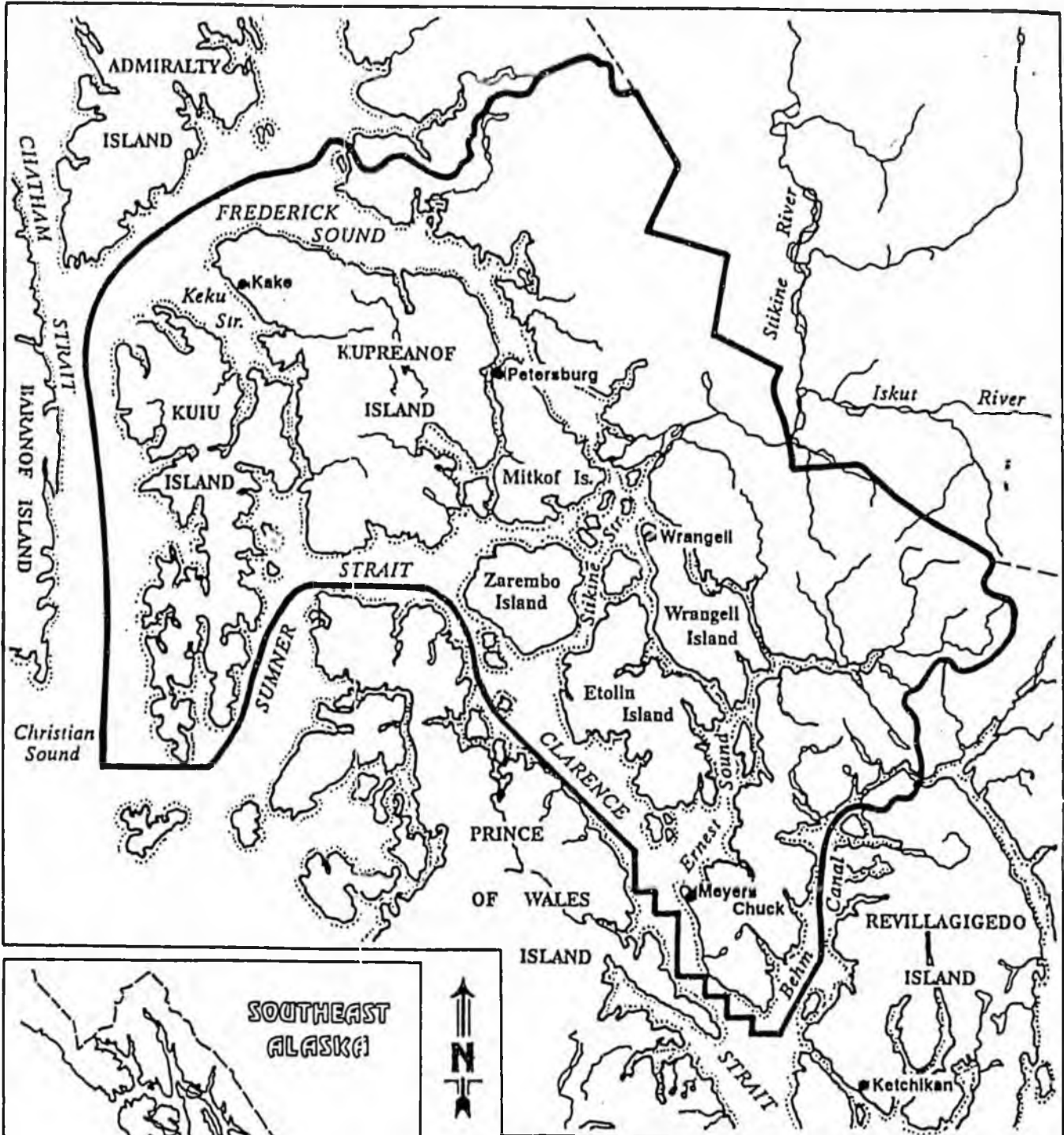
Major Issues Some of the types of preliminary planning issues identified are:

- . Aquatic Farming - Appropriate sites
- . Fish & Wildlife - Habitat, commercial harvest uses, personal use
- . Floating Facilities - Floathomes, floating commercial lodges, floatcamps
- . Forestry - Commercial timber harvest support facilities, personal use areas
- . Recreation - Management of various areas, anchorages, access, trails
- . Settlement - Land disposals (where, how, and when)
- . Subsurface Resources - Mining access, gravel extraction
- . Trans-boundary - Access and other issues involving Canada

Contact Dec Koester, Project Manager
At the above address

CENTRAL SOUTHEAST

AREA PLAN BOUNDARY



LOCATION MAP



YAKATAGA AREA PLAN

Purposes

A) To resolve timberland conflicts through a fair and open planning process. The state has been sued several times over timber management decisions for the Yakataga area. Until this plan is complete, a legislative moratorium prevents additional state timber sales in the Yakataga area.

B) To consider, at the request of the legislature, expanding the Yakataga State Game Refuge, which was recently created because of habitat losses and diminished mountain goat populations.

C) To recommend potential state selections from BLM lands, based on resource information gathered for planning decisions.

D) In general, to designate long-term uses for state uplands and tidelands from Cape Suckling to Dry Bay that will afford the maximum benefit for the people of Alaska. Coastal planning through this plan can address issues left unattended by lack of a local coastal management plan.

Participation

This plan is emphasizing meaningful public participation and an open decision process to regain the public's trust, litigants' consent, and interagency cooperation. Past timber management in the Yakataga area has created hostility, distrust, and litigation challenging state land management.

The planning team includes appropriate divisions of the Alaska Departments of: Natural Resources, Fish and Game, Environmental Conservation, Transportation and Public Facilities, Community and Regional Affairs, and Commerce and Economic Development. Designated community and regional advisers are: U.S. Fish and Wildlife Service, National Marine Fisheries Service, U.S. Forest Service, National Park Service, Bureau of Land Management, Chugach Alaska Corporation, Sealaska Corporation, village corporations, the Cities of Yakutat, Cordova, Seward, and Wrangell, the University of Alaska, and Mental Health Trust Authority. Interest groups are also participating actively.

Land ownership

The state owns over 320,000 acres of uplands and approximately 800,000 acres of tidelands and submerged lands in the planning area.

Major Issues

Opportunities for timber harvest; commercial, sport and subsistence fishing and hunting; tourism; habitat protection; future access; and public recreation opportunities.

Schedule

| | |
|-------------------------------------|------------------|
| Identify issues and collect data | spring-fall 1991 |
| Develop management alternatives | winter 1992 |
| Public reviews alternatives | spring 1992 |
| Draft plan for agency review | summer 1992 |
| Revise draft plan for public review | fall 1992 |
| Produce final plan | spring 1993 |

Contact

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PRINCE OF WALES ISLAND AREA PLAN



PRINCE OF WALES ISLAND AREA PLAN SOUTHWEST PRINCE OF WALES ISLAND AREA PLAN

Purpose

Southwest Prince of Wales Island Area Plan

The Southwest Prince of Wales Island Area Plan (SWPOW) was developed to determine how state lands would be managed on southwest Prince of Wales Island (POW). The original plan dealt primarily with management concerns on state tidelands and submerged lands.

The (SWPOW) plan was updated to include uplands selected from the National Forest as part of the planning process for the rest of Prince of Wales Island.

Prince of Wales Island Area Plan

The plan addressed a variety of management concerns including providing for timber harvest support facilities, providing for access points to mineral development areas, protecting important fish and wildlife habitat and harvest areas, determining potential land disposal areas, and identifying state lands suitable to be managed for recreation.

The plan identified and determined management for more than 36,500 acres of new land selections from the National Forest in the area covered by both POW plans.

Area

The Southwest Prince of Wales Island Area Plan includes about 8,000 acres of state uplands, but also nearly one million acres of tidelands and submerged lands. The planning area covered western Prince of Wales Island from just north of Klawock to the southern end of the island and included the nearby islands.

The Prince of Wales Island Area Plan determined management for more than 35,000 acres of previously selected state uplands and one million acres of tidelands and submerged lands. The planning area covered the remainder of Prince of Wales Island and the surrounding islands.

Status

Southwest Prince of Wales Island Area Plan was originally adopted in 1985, was amended in December of 1988, and reprinted in 1990.

The Prince of Wales Island Area Plan was adopted in December of 1988.

Participation

The Planning Teams for both POW plans included appropriate state and federal agencies, local government representatives, and the regional and village Native corporations. The Prince of Wales Island Area Plan also involved community representatives from each of the unincorporated communities in the planning area.

Prince of Wales Island Area Plan

